A Toolbox for Saving Ourselves:

The Kentucky State Historic Preservation Plan

2023-2027

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EXECUTIVE SUMMARY

Every five years or so, the Kentucky Heritage Council (our State Historic Preservation Office) conducts public surveys to figure out what worked best in the past five years, and where we need to go from here. Based on the two surveys conducted for the current document, we can conclude with some confidence that while ***an overwhelming majority of Kentuckians support historic preservation***,

- We the greater preservation community need to spread the word that Historic Preservation is a form of Economic Development,
- We need to better engage with and educate children, young adults, and landowners,
- We need to teach what we have learned from 50-plus years of accumulated data on the archaeology and built environment of Kentucky, and provide guidance on where to visit and learn from these resources,
- We need to expand our scope to include properties associated with non-traditional and under-represented communities,
- The public wants to better conserve rural landscapes and control urban sprawl,
- The public wants better incentives for the timely maintenance of historic properties, and better deterrents for "demolition by neglect," and clear signals on the economic benefits of keeping and maintaining original construction materials,
- We the greater preservation community need to simplify and clarify all public points of contact, including review boards and agency standards and instructions, while eliminating the often-arcane language and extended procedures of historic preservation as practiced.

Landowners, city administrators, elected officials, and sister agencies in Kentucky do not always have a complete working image of the tools available to them for conducting Historic Preservation, or how Historic Preservation articulates with and leverages local economic development. Based on our Toolbox and our Survey Results, we suggest that the Commonwealth of Kentucky needs to rethink the implementation of our stated Goals*, with very pointed objectives and strategies in mind in 2023 and moving forward*.

Goal 1: Preserve Kentucky's Irreplaceable Cultural Heritage
Goal 2: Make Preservation Information Accessible
Goal 3: Expand the Audience and the Message
Goal 4: Focus on Local Communities
Goal 5: Link to Sustainability

A series of objectives and suggested implementation strategies for achieving the above is presented in Chapter 6.

This document is both a toolbox and a call to action. Implementation of any and every one of these goals will require conscious, explicit allocation of staff and volunteer time at the state and local levels, and to a lesser extent, project funding. Implementation will require that most precious of all commodities—sustained attention. ***We are asking for your commitment***.

A LETTER FROM OUR STATE HISTORIC PRESERVATION OFFICER

Welcome! "Surreal" is a word that comes to mind when looking back on the last several years from the vantage point of 2023. A worldwide pandemic and devastating natural disasters in the eastern and western portions of the Commonwealth have left noticeable, lasting impressions on our people and the places we call home. Recovery is still at the forefront as we chart a path forward in Kentucky.

This collective experience has impacted the way we work, communicate and interact with one another and has influenced our outlook on the future. Where do we go from here? The publication of this new 5-year Statewide Historic Preservation Plan is timely as we attempt to answer this question from a cultural resource management and heritage-based revitalization perspective. Much of the public outreach completed for this plan occurred during or after the events referenced above, offering useful insight into the mindset of constituents who have lived through these challenges. A general sentiment is that preservation needs recovery too. While progress has been continual, we must acknowledge that momentum has slowed and the time is now to re-engage with one another to move preservation forward at a renewed pace.

I believe there is a great deal to be optimistic and excited about as we chart this new path forward. We can celebrate and better tell Kentucky's full history through the identification, nomination and protection of historic places with ethnic, social and economic diversity. This priority is only gathering momentum at the local, state and national levels. Strides have been made to digitize records, but we can do more at the state and local level to provide easy access to information on preservation programs, historic structures, landscapes and archaeological resources. We also need a bigger tent that welcomes all citizens in. The tangible and intangible benefits of preservation should be accessible to every Kentuckian. Focusing on communities and understanding their needs and desires as it relates to their unique heritage is also critical. Former long-time State Historic Preservation Officer David L. Morgan would often say that "all preservation is local," and it is here where we must focus more energy.

And finally, we can better prepare for the future by highlighting and strengthening sustainability in our preservation efforts. Historic buildings and neighborhoods not only serve as character defining features in our communities, they also stand the test of time and can be reused even in the face of significant long-term neglect and disaster. They are as tough as our people and deserve full consideration in resiliency planning.

This statewide preservation plan is meant to be a practical toolbox for Kentuckians to rely upon as they undertake preservation activities locally. It is an honor to serve you, and we stand ready to provide our support through sound technical advice, useful programming and genuine encouragement as we begin a new chapter in Kentucky's preservation movement.

Craig A. Potts
Executive Director, Kentucky Heritage Council
State Historic Preservation Officer

ACKNOWLEDGEMENTS FOR THE PRESERVATION PLAN

Over 40 different organizations assisted in distributing the surveys, often by both sending invitations to their membership lists and by posting the invitation to their respective websites. All of these organizations are listed in Appendix C. We are eternally grateful.

Enumerable people assisted in developing and compiling the data for this Plan. The author wishes to thank Holly Boggess for the City of Hopkinsville, Trace Kirkwood of the City of Shelbyville, and Joseph Coleman of the Kentucky League of Cities. We thank Karl Raitz, Professor Emeritus University of Kentucky provided thoughtful brainstorming on the historic flow of ideas and material culture into Kentucky. We thank Christopher Snyder, Office of Business and Community Services, Department for Business Development of the Kentucky Cabinet for Economic Development. Thanks to Drew Spangler and Robert Roe of WFTM Radio, Maysville for conducting an interview for promoting the Survey, Eric Whisman of the Kentucky Trust, Jackson Osborne, Preservation Outreach Coordinator of The Bluegrass Trust for Historic Preservation, Eunice Fitzpatrick Holland, Area Development Districts Planner Assistance Program Coordinator, Kentucky River Area Development District, Melissa Bond, Community and Economic Development Initiative of Kentucky (CEDIK) at the University of Kentucky's College of Agriculture, Food & Environment, Laura Stephenson, Ph.D., Associate Dean and Extension Director, University of Kentucky College of Agriculture, Food and Environment, Carl R. Shields, Archaeologist Division of Environmental Analysis (DEA), Kentucky Transportation Cabinet, Daniel B. Davis, Administrative Branch Manager, Cultural Resources Section, Kentucky Transportation Cabinet Division of Environmental Analysis, Ned Crankshaw, Professor and Chair of the Department of Landscape Architecture, University of Kentucky, Phil Harling, Department Chair, History Department, University of Kentucky, Eric Sexton, Barren River Area Development District, Jennifer Ginn, Assistant Director Kentucky Department of Education & Editor, *Kentucky Teacher,* Nicole Atherton, Agricultural Economics, University of Kentucky, Danial J. Vivian, Professor of Planning & Historic Preservation, University of Kentucky College of Design, Drew Chandler, Kentucky Emergency Management. Thanks to Amy Kennedy, Director of the Buffalo Trace Area Development District, who promoted our effort to the other ADD Districts, Dr. Philip B. Mink, II, Assistant Director, W. S. Webb Museum of Anthropology, Office of State Archaeology, University of Kentucky, Rob Rumpke, Director of Bluegrass Tomorrow, Inc., and special thanks to Dr. Allison Burkette, Department Chair & Director of Graduate Studies, University of Kentucky Department of Linguistics. Dr. Burkette is the Editor of the ongoing Linguistic Atlas Project. and was kind enough to share a sample of her data for use in this Plan. Finally, I want to thank my colleagues at the Kentucky Heritage Council, who have been and remain unstinting in their time and support.

Orloff Miller, Ph.D.
Planning & CLG Program Coordinator
The Kentucky Heritage Council
October, 2022

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This material was produced with assistance from the Historic Preservation Fund, administered by the National Park Service, Department of the Interior. Any opinions, findings, and conclusions or recommendations expressed in this material are those of the author, and do not necessarily reflect the views of the Department of the Interior.

PROLOGUE

Rally to preserve some thing, and you may win that battle and the thing is saved, only to lose to the larger challenge of inexorable change. Change is inevitable, an ongoing tumble of destruction. Live long enough and you will know. The waypoints we use to navigate our lives are places, places to which we can return and reaffirm. Most of the waypoints of a single lifetime are gone long before death blots out that bundle of memory, that single atom of a larger society. How much harder it is, to save enough waypoints that a whole society can navigate, can point to a sense of self, codified on the land. This is our common wealth.

What we think we know about the past changes every generation. So how do we decide what to keep? Or asked another way, how do we decide what to invest in or curate into the future? The oldest surviving example of anything might not be the best of its kind (we all know of friends or family who demonstrate this point).

We are blinded by a false dichotomy, that historic preservation and economic development are at odds. It is true that left unprotected, sometimes the worst threat to an historic streetscape or landscape is the next economic boom. But it is also true that the same economic boom will be enhanced and leveraged by intact, protected landscapes and streetscapes—in fact, the tail wags the dog—preservation attracts, jump-starts and makes possible the next economic boom. Preservation IS economic development, and it has a habit of spreading with each restored house, each rehabilitated storefront, and every preserved rural landscape. This is the dynamic system we seek to conserve.

We are blinded by the commonplace, not recognizing what defines home until our return after many years. Sometimes it takes a well-trained outsider to see what the native-born take for granted.

Yeah, right, but how do we decide which tobacco barns, ranch-style houses or McMansions can stand in to represent the rest for future generations? Should we start saving convenience stores or shopping malls or pole barns? Choose wisely. How much are you willing to spend? Invest nothing, and nothing is saved but random detritus. Invest whole heartedly, and some portion of our world survives to enrich the next.

We are blinded by the famous, ordering our commemorations into confirmations of what we already believe, until a new generation finally

Plate 1: Springhouse & Pond, the DeSha House, Cynthiana, Harrison County.

turns away in rejection. How many houses of famous dead white men will ever be enough? How many alternative histories lie undiscovered, or simply out of fashion?

We are rescued by new data. Sometimes the newly discovered, long forgotten resource changes how we think about ourselves. Huge Archaic-period shell mounds, underpinning a prehistoric economic surplus. An eighteenth century Native American village site, contradicting the myth of "the empty hunting ground." A log slave pen, iron anchor points for the shackles still visible. A Civil War officer's report of heroism under fire, confirmed by the spent minie balls recovered from a foggy ravine. Can we ignore that heroism, if the fallen fought for the Other, the no-longer admired? The intricate gearing in a water-driven mill and its landscape of pond and millrace, replaced by a single freestanding engine. A well-used hearth, with its period mantlepiece, coal-grate insert from a second or third generation, and that last rusted gas heater perched on the apron, stovepipe sticking out into the room. All of these examples are from Kentucky, and not one of them is a pristine, uncompromised "text-book" historic property. History is polyphonic and messy, and the evidence is layered.

We are rescued by flexible criteria of historic significance, backed by standards of evidence. One size does not fit all. We are rescued by inventorying what we have, evaluating significance and registering where appropriate, defining long term treatment procedures, and mitigating when all other options have been exhausted. This is an ongoing process of managed change, conserving a dynamic system.

We are rescued by our own commitment; mine, yours, your boss's, your mayor's, your agency head's. Without it, all the paper planning in the world comes to nothing.

Plate 2. Photo by Clay Lancaster, in Birchfield 2007:79, The William G. Craig House (1840s), Scott County

We are rescued by our toolbox. Even the most statistically robust forecasts can be wrong. Plans can lose momentum and priorities can change. The Kentucky Heritage Council is Kentucky's State Historic Preservation Office, as mandated by the National Historic Preservation Act of 1966. This Five-Year State Historic Preservation Plan is intended as a working toolbox, not an abstract prescription applied to a sure-fire prognostication. The toolbox is here to help solve problems, whether they are anticipated or not.

Kentucky's future is coming as we speak. Saddle up.

CHAPTER 1. INTRODUCTION

THE PLANNING CYCLE

Landowners, city administrators, elected officials, and sister agencies in Kentucky do not always have a complete working image of the tools available to them for conducting Historic Preservation, or how Historic Preservation articulates with and leverages local economic development. This document is intended as a reference work to fill those needs. In addition, we are going to take a close look at current conditions and public sentiment in the commonwealth and use that information to steer our collective efforts for the next five years.

Historic Preservation continues vigorously as the product of:

- Individual Landowners,
- Local & State Non-Profit Organizations,
- City Elected Officials, Administrators, and their Boards,
- State and Federal Tax Credit Programs,
- The Kentucky Main Street Program,
- Kentucky's Certified Local Governments,
- The National Register of Historic Places,
- Section 106 of the National Historic Preservation Act of 1966,
- The Kentucky Heritage Council (our SHPO), and
- The Programs and Policies of the U.S. Secretary of the Interior

Together these entities and programs contribute to our toolbox, a toolbox we all will need for continuing the hard work before us into the next five years and beyond.

THE PLANNING PROCESS

State Historic Preservation Plans are required for every state by the Department of the Interior's National Park Service (NPS) and are researched and produced by every State Historic Preservation Office, in our case the Kentucky Heritage Council (KHC). The NPS has issued a variety of guidance documents to which every plan in the country must adhere, although the actual route taken may vary by state (Greening 2022; HPF 2007; NPS 2020; NPS 2022a-e; SOI 1983).

The planning process for the current plan is reflected in the Table of Contents. We began with a review of Kentucky's cultural development through time, tied to relevant resource types (Chapter 2). We then introduce the Toolbox of agencies and programs currently available for implementing

Historic Preservation (Chapter 3). We next sampled Kentuckians to identify statewide values and desired future conditions (Chapter 4). We then used what we know about our cultural resource base and the results of the public surveys (along with a discussion of Current Conditions), to identify the Opportunities and Constraints for Kentucky's historic preservation effort moving forward (Chapter 5).

We are in effect treating the combined Cultural Overview, Current Conditions studies and the Survey Results as a means to develop a current historic context, a snapshot of today and an anticipated tomorrow. The State Plan necessarily has to treat the concept of historic context at its largest scale. To put it another way, the current conditions study and survey results must combine to display the "important broad patterns of historical development" Kentucky is facing today and may face in the future. The results of that analysis are reflected in the proposed State Goals and Objectives, with explicit Implementation Strategies for achieving said objectives within the next five years (Chapter 6). In current practice in Kentucky, most agencies and municipalities annually revisit their own Goals, Objectives and Strategies, and deadlines are set (or adjusted) at that time. This document needs to be "lying on the table" for every one of those discussions.

The last Five-Year Kentucky State Historic Preservation Plan was written in 2016, went into effect in 2017 and expired in 2021 (Birenberg 2017). Due to a combination of employee turnover at the Kentucky State Historic Preservation Office (our Kentucky Heritage Council), and the COVID pandemic, the current document was written in 2022, and is intended to go into effect for the period 2023-2027. The Kentucky Heritage Council sought and received the necessary project extensions from the National Park Service. The agency correspondence documenting the project extensions is found in Appendix B.

CHAPTER 2: CULTURAL OVERVIEW & THE RESOURCE BASE

Anthropologists, Archaeologists, Folklorists, Historical Linguists, Cultural Geographers and Architectural Historians study cultures of the past and the people who created them, based on the observation that every culture includes a suite of behaviors and material goods that occur together in a specific time and place. Without that larger goal, we are mere antiquarians. The inventory data accumulated by the SHPOs over the past 50-plus years is a rich trove of data for the study of cultural variation, both over time and by geographic region. In service to that larger goal, we begin by introducing statewide organizing principles that transcend any one metric; our physical and cultural geography.

PHYSIOGRAPHY & CULTURAL LANDSCAPES

Most of Kentucky's current conditions discussed in Appendix D sort by landscape; by what geologists call physiographic regions (**Figure 2.1**). In fact, Kentucky's settlement history, for both pre-Contact and historic peoples, closely aligns with the varied landscapes of our commonwealth into what geographers call "cultural landscapes" (**Figure 2.2**) (Pollack 2008)**.**

The cultural landscape divisions of Kentucky are not absolute, but are tools for thinking and organizing information, which acquired their current form in the original *Archaeology of Kentucky* of 1990 (Pollack 1990:13-15). The cultural landscape model combines the environmental opportunities and constraints afforded by physiographic regions with observed variations in historical and economic development. The resulting map of Kentucky was originally applied to patterns in prehistoric archaeology but hold true in the historic period as well. As we shall see, even fine-grained contemporary and historical data sort by geographic regions. The model itself still serves quite well over thirty years after its original formulation.

Throughout our discussion, we will be referring to cultural landscapes using the terms ***Eastern Mountains (including both the Appalachian Foothills and the Appalachian Coal Fields), the Inner Bluegrass, the Outer Bluegrass, the Pennyrile (sometimes divided into the eastern Pennyrile and the Pennyrile Plain), the Western Coalfields, and the Purchase***. Note that the three counties adjacent to Cincinnati, Ohio in Northern Kentucky, and Louisville's Jefferson County, are urban juggernauts operating on a different scale than the surrounding Outer Bluegrass.

LINGUISTIC EVIDENCE FOR CULTURAL LANDSCAPES

Let's begin with some easy comparisons. Cultural Landscapes can be used to illustrate settlement patterns, regional differences in vernacular architecture, and even current language use. Folklorists, linguists and cultural anthropologists have long known that language use is region-specific, just as Kniffen and Glassie demonstrated in the 1960s that hand-made American material culture is region-specific (Kniffen & Glassie 1966). The National Park Service (NPS) recognizes language use as a cultural resource, worthy of preservation. So, as part of the preparation for the current planning document, we contacted linguist Allison Burkette, Ph.D. at the University of Kentucky.

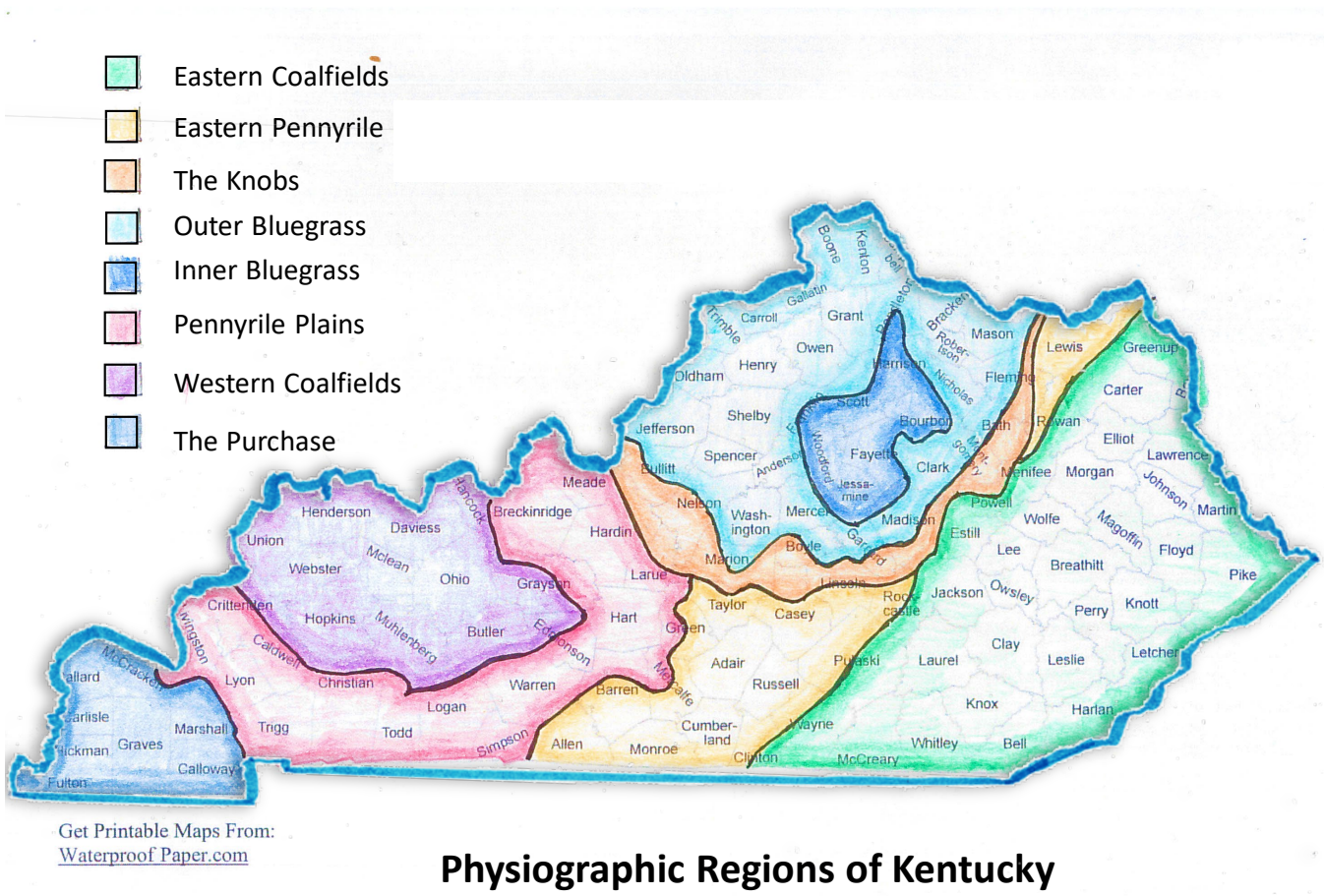
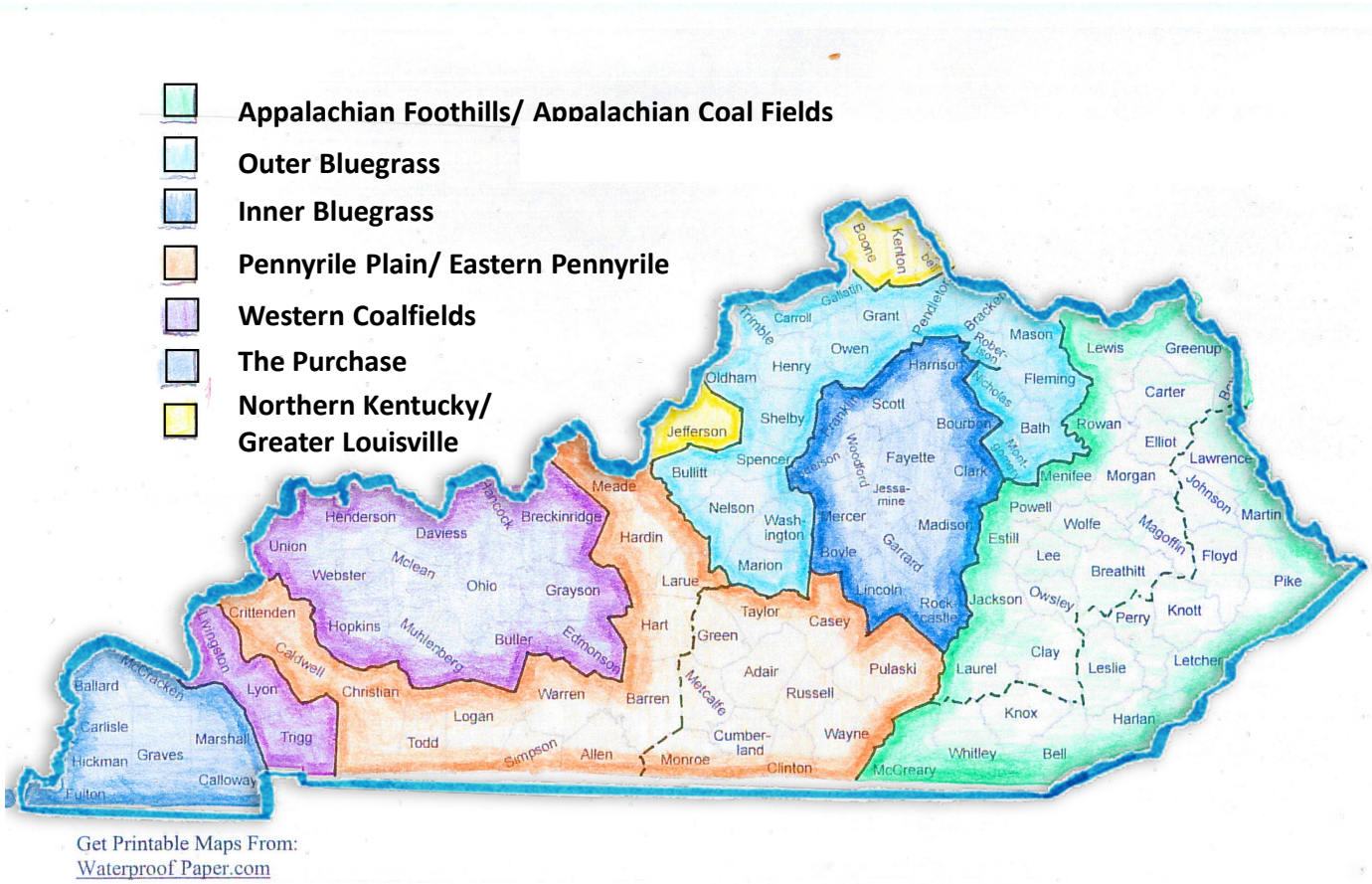
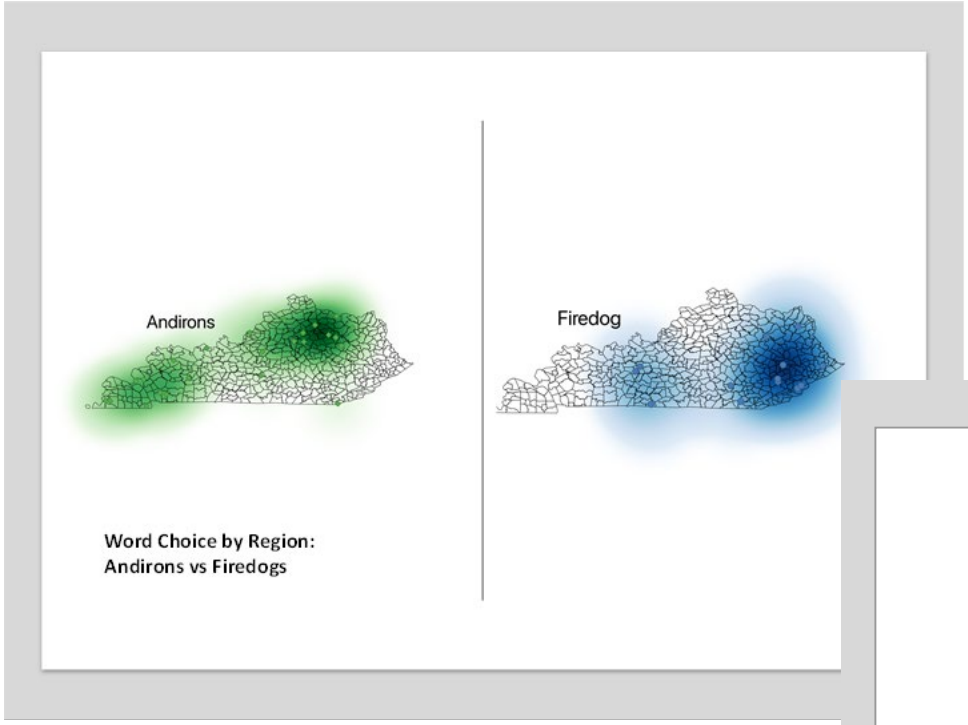


Figure 2.1 (Pollack 2008)



Kentucky's Cultural Landscapes

Figure 2.2 (Pollack 2008)



In Figure 2.3, we can see an obvious strong cluster in the Bluegrass and Outer Bluegrass and a lesser cluster in the Purchase & Western Pennyrile for the use of the word "Andiron." The use of the word "Firedog" strongly clusters in the Eastern Mountains, with a mild echo visible in the Eastern Pennyrile (**Figure 2.3**).

Figure 2.3
(Courtesy Allison Burkette, Ph.D., at the University of Kentucky 2022)

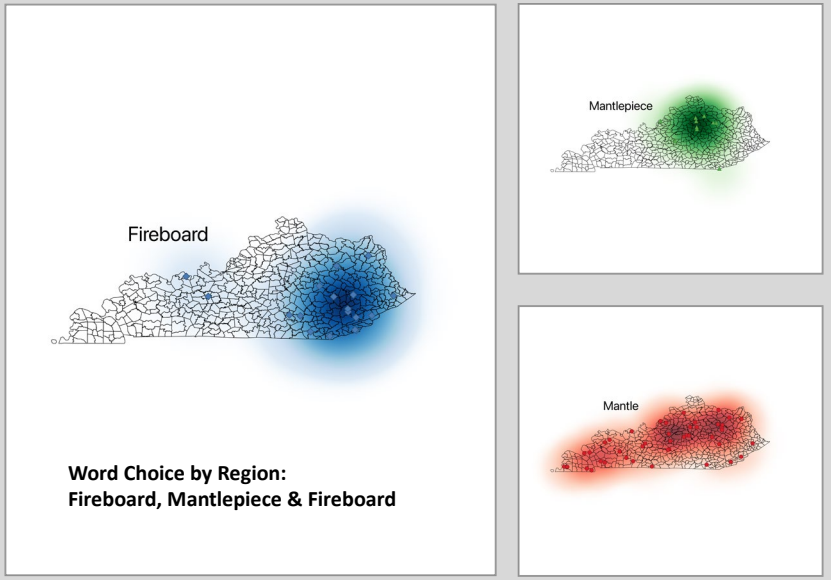
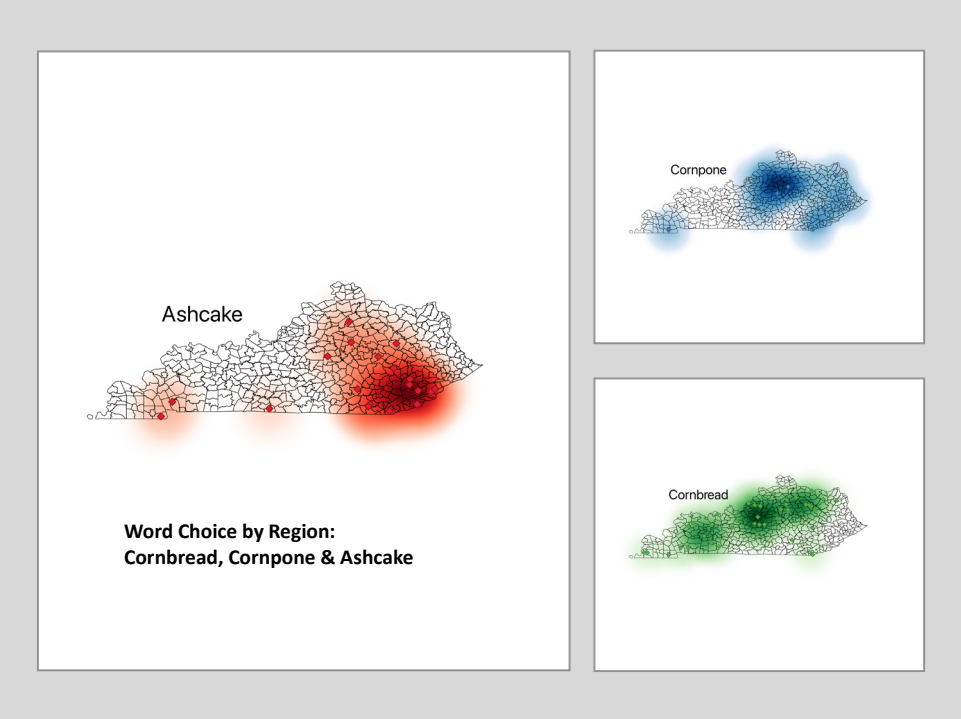


Figure 2.4
(Courtesy Allison Burkette, Ph.D., at the University of Kentucky 2022)

Likewise, the common media-standard word "Mantle" is widely distributed across the state, while the use of the word "Mantlepiece" strongly clusters in the greater Bluegrass, and the use of the word "Fireboard" strongly clusters in the Eastern Mountains (**Figure 2.4**).



Turning to word choices for food, "Cornbread," is used widely in those landscapes facing the Ohio River, "Cornpone" is used in the Bluegrass, with occasional use in the Eastern Mountains and the Purchase, and the word choice "Ashcake" clusters strongly in the Eastern Mountains, with lesser concentrations in the Bluegrass and the Purchase (**Figure 2.5**).

Figure 2.5
(Courtesy Allison Burkette, Ph.D., at the University of Kentucky 2022)

Professor Burkette's current field of study is mapping variations in word use in Kentucky. Before our conversations, she was not aware of the cultural landscape map.

Language use is another dataset for studying regional cultural variation, just as archaeology and architectural history are datasets for studying the same thing. Sample results of Dr. Burkette's study accord well with historical trends in Kentucky, and modern distinctions between the Eastern Mountains, the Central Bluegrass, and elsewhere in the commonwealth (**Figures 2.3, 2.4, 2.5**). Note that Dr. Burkette is studying *contemporary* word choice, demonstrating the viability of distinct regional subcultures ***in effect today***. Because human beings are notorious for individual learning and free will, no map provided herein is true for everyone in a given region. We will be organizing our data throughout this report using the Cultural Landscapes model.

KENTUCKY'S PRE-CONTACT INDIGENOUS HISTORY[1]

Here are the general periods archaeologists use for the prehistory of Kentucky:

[1] Archaeologists are accustomed to referring to the long chronology predating Euro-American contact as "prehistoric." There is an unfortunate association of that word with old fashioned natural history/environmental science, which can be construed to imply that Native Americans a) are subsumed by the natural sciences or b) have no historical traditions of their own. Since "prehistoric" is still in common use as a proper noun for specific chronological periods, we will use it intermittently with no insult implied.

- **Paleoindian (12,000BC to ca. 8000BC).** This period occurred at the end of the last Ice Age. Paleoindian peoples adapted to the cold by specializing in big-game hunting, and by living in small bands with large territories. They made spear points that display far greater craftsmanship than was necessary for the function of the tool. Any time an object displays greater craftsmanship than necessary, archaeologists assume that the activity was prestigious, and those who participated shared in that prestige. Considering that spears were relatively short-range weapons used against very large animals, that prestige seems warranted.

  Intact Paleoindian archaeological sites are relatively rare compared with other prehistoric periods, due in part to smaller population size, and due in part to natural changes to the ground surface in the past 10,000 years, leaving many Paleoindian sites deeply buried or disturbed by erosion. While isolated diagnostic points may be recovered practically anywhere, intact Paleoindian sites tend to be located in bottomlands, or at ridge spurs overlooking multiple drainages, and occasionally in rock shelter contexts.

- **Early, Middle and Late Archaic (8000-1000BC).** The big game ("megafauna") of the last Ice Age died off when the climate warmed to approximately our own weather. But now, with the moderating effect of nearby glaciers gone, the sun warmed one side of each hill and valley differently, creating small micro-biomes supporting a much broader range of plants and animals. People of the Archaic responded with a bigger, more varied toolkit, and found hidden resources like shellfish, which sometimes allowed for a surplus economy, higher population densities, and less moving around. There is even some evidence for intentional planting or gardening, which suggests a repeating seasonal round of resource use. Archaic sites may be found in upland rockshelters, riverine bottoms and on stable arable land. Kentucky's Green River shell middens are famous in the archaeological community.

- **Early, Middle & Late Woodland (1000BC-1000AD)** We used to define the Woodland period by the invention of pottery, the growing of crops, and the building of mound ceremonial centers, but in fact, every one of these activities probably got its start in the Late Archaic, particularly at Adena sites. But in the Woodland period, these three traits were elaborated and became the norm rather than the exception. Large earthen enclosures and mounds comprised entire ceremonial landscapes still visible today. There is good evidence for long-distance trade, including native copper from the Great Lakes. The bow and arrow were adopted in the Late Woodland, and you start to see tiny arrowheads rather than the large spear points mistakenly called "arrowheads." Woodland settlements can be found near water sources, particularly near salt licks, and display greater population densities, with occasional evidence for year-round occupation. The mounds and earthworks built during the Middle Woodland suggest a shared participatory ideology. Mound building declined in the Late Woodland, suggesting a more decentralized or fragmented culture.

- **The Late Prehistoric (1000-1750AD)** In Kentucky the Late Prehistoric is separated into two distinct cultural traditions, the Mississippian tradition of western Kentucky and the local version of Mississippian, called the Fort Ancient tradition in Eastern Kentucky. In both cases, Late Prehistoric peoples strongly favored the bottomlands of the Ohio River and its major tributaries. In this period the "three sisters" diet of corn, beans and squash was widely adopted, accounting for about 60 percent of the diet. Late in the period, we start to see rectangular post-in-hole houses, sometimes with large community lodges, sometimes with everyone arranged around a plaza. These were true year-

round villages, sometimes supporting over 2000 people. Mound building and a broadly shared artistic tradition suggest renewed social complexity.

By the end of the Late Prehistoric period, most Native Americans along the eastern seaboard had been displaced, in effect creating hybrid refugee villages representing more than one traditional tribe, even as far west as Kentucky. Native American villages of the Contact Period were often abandoned suddenly, either due to European disease or the expansion of the Euro-American frontier. Villages were connected by long-range Native pathways that extended across many states at a time, frequently remembered as "Buffalo Traces" and "War Paths." For example, the Buffalo Trace from the Ohio River at Maysville to the inner Bluegrass (originally known as Alanantowamieowee), was part of a much longer route that included Zane's Trace in Ohio, and the Natchez Trace from the Bluegrass to Natchez Mississippi (Friend 2005:51).

Speaking of Native American trails, Mathew Purtill has recently published on decision-making for Native American trail routes in the Ohio River valley. His thesis is that, based on regional site analysis, Paleoindian foragers avoided convenient "least effort" routes in favor of longer routes through more rugged terrain, in effect following "least risk" routes (Purtill 2021:133). This is reminiscent of the routing decisions made during the survey of Braddock's Road from Cumberland Maryland to the Ohio River in western Pennsylvania. Evidently during the French and Indian War, military surveyors preferred routes along the "military crest" of high ground, defined as the highest route possible without exposing one's silhouette on the horizon. Future modeling of Native American trails will now need to take Purtill's observations into account.

The most recent publication of the KHC series, *Current Archaeological Research in Kentucky, Volume 10* came out in 2019. The volume included site discussions covering every known period of Kentucky's prehistory as well as regional Historical Archaeology (Hanvey et al. 2019).

In the past five years, four articles featured in *American Antiquity* have changed some of the fundamental problems of archaeology in the Eastern Woodlands (Comstock & Cook 2018, Cook & Schurr 2018, Purtill 2021, Simon et al. 2021). Newly obtained dates for domesticated maize (corn) samples have revised the dating for the advent of domesticated corn from the Middle Woodland period (ca. 300BC to 400AD) to the Terminal Late Woodland of 900AD, calling into question one of the defining features of the earlier period (Simon et al. 2021).

Robert Cook and Mark Schurr conducted chemical analyses on individual strata in Fort Ancient village sites. They found a very high correlation of fluoride concentrations in those strata displaying a high artifact density, creating a chemical marker for long term site occupation for a Fort Ancient village site in the Middle Ohio River Valley (Cook & Schurr 2018:552). They tested and confirmed their results against other stratified Fort Ancient sites with known construction sequences.

Comstock and Cook examined the evidence for out-migration from the Mississippian nexus of Cahokia, Illinois, into the peripheral settlements of Fort Ancient peoples of the same period (Comstock & Cook 2018:91). Environmental droughts are usually invoked to explain the partial abandonment of Cahokia, but little has been published on climate changes of the Middle Ohio River valley for the same period. Comstock and Cook

conclude that the Middle Ohio River valley was comparatively wet at the time, creating a strong demographic pull into what we now know as Fort Ancient settlements, with repercussions for how we describe cultural influences in Fort Ancient societies.

The July/August 2022 issue of *Archaeology Magazine* features bird effigy mounds made of stones, discovered surviving in the woods beside old long-distance Native American trails in Alabama (Powell 2022). There is some oral history of passersby on the trails adding a rock to commemorate the fallen. The Kentucky Heritage Council's Native American liaison has expressed an ongoing frustration with the lack of physical cultural resources directly associated with extant tribes. In the Eastern Mountains, Daniel Boone National Forest extends from the Tennessee border northeast across the state, ending just shy of the Ohio River Valley. Any Native American trails that traverse that forest would be challenging to reconstruct, but would provide rare physical landscape evidence for our historic tribes. This is a gap in our knowledge, that can be fixed with a push for identification, detailed survey, and commemoration of Native American long-distance trails and historic-period settlement sites.[2]

The Russellville-Shawneetown Native American trail crossed the Pennyrile Plain and the Western Coalfields, linking the future Nashville and Clarksville in Tennessee with the future East St. Louis in Illinois. The Kentucky portion of the route ran from Russellville in Logan County northwest through Todd County to near Nortonville in Hopkins County, to just west of Dixon in Webster County, crossing the Ohio River opposite the large Shawnee village of Shawneetown in southeastern Indiana. What makes this trail crucial to our understanding of the transition from prehistory to history is that the trail connected the historic Western Shawnee of southwestern Kentucky with Cahokia, Illinois, arguably the largest and most complex Mississippian settlement in the eastern United States (Myer 1925:804).

KENTUCKY HISTORY

The Historic Archaeology section of the Kentucky State Plan as updated in 2008 divides the history of the Commonwealth into the following periods:

- Pre-Settlement Exploration (?-1775)
- Early Settlement/ Frontier (1775-1820/30)
- Antebellum (1820-1861)
- Civil War (1861-1865)
- Postbellum Readjustment and Industrialization (1865-1914)
- Twentieth Century Kentucky: Industrial & Commercial Consolidation (1915-present)

[2] Researchers should be open to the idea of opportunistic "braided paths," rather than a single ancient "Right of Way." Aside from being true, the assumption of braided paths will help cut down on the number of internet flamers squabbling about local routing.

These periods are another thinking tool, and the dates provided are not absolute. The McBrides are quick to point out that the date ranges will be different for different parts of the Commonwealth and suggest that the chronology to some extent sorts by cultural landscapes (McBride & McBride 2008:905-912).

Landscape Evidence for Pre-Settlement Exploration

There is chronological overlap between late Prehistory and the Pre-Settlement Exploration period posited by the McBrides. With only a few hapless exceptions, most Euro-American explorers of the Kentucky frontier did not bushwack cross-country through brambles and laurel thickets and cane brakes, instead electing to follow the then-obvious network of buffalo traces and Native American long-distance paths. For example, Dr. Thomas Walker's journal documents his route on the Kentucky side of the Cumberland Gap, following the Warriors' Path. Between April 14-17 of 1750, his journal contains the following entries:

> "April 14th. We kept down the Creek 5 miles Chiefly along the Indian Road.
> "15th. Easter Sunday. Being in bad grounds for our horses we moved 7 miles along the Indian Road, to Clover Creek. Clover and Hop Vines are plenty here.
> "17th. Still Rain. I went down the Creek a hunting and found that it went into a River about a mile below our Camp. This, which is Flat Creek and Some others join'd, I called Cumberland River (Johnston 1898:50).

Given the historical importance of these routes, identifying and interpreting a sample of them for the public should be a high priority.

In the 1980s, Nancy O'Malley did a good job of reestablishing the locations for many early Kentucky explorer "stations," or fortified civilian habitation sites (O'Malley 1987; O'Malley 1989). She conducted archaeological sampling at several station sites, although perhaps her most memorable findings were the frequent overlapping land claims of the earliest surveys. Nancy O'Malley was also part of the 2010 research team responsible for the most definitive reconstruction of the terrain routing of Boone's Trace, Scagg's Trace, and the Wilderness Road, using a mix of archival research and multi-variate modeling of route choices using Geographic Information Systems (Raitz et al. 2010). There is currently a multi-year, multi-agency effort afoot to recreate the routing of the Warrior's Path through Kentucky, called the Warrior's Path Project.

Architectural Evidence for Historic Settlement Pattern

In the 18th century there were two major routes into Kentucky, the first launching in western Pennsylvania down the Ohio River, on whatever boat you could build, buy or share, thence inland either following a navigable tributary or (the more popular choice), transshipping overland along the Buffalo Trace south from Limestone Landing (now Maysville) (Eslinger 2004:19). The second and more famous route began at the south end of Virginia's Great Valley, over the Cumberland Gap, and on into the Kentucky interior on the Boone's Trace and the subsequent Wilderness Road.

The river route was the more expensive of the two main options, due to the need for a boat (Friend 1999:83). The destination of both routes was the central Bluegrass.

Rev. Harry Toulmin, writing from Mason County *en route* to assist in administering the new Transylvania College, noted in 1793 that most first-generation settlers were of, "...the poorest class of people who have emigrated from New England, New York, Jersey and Pennsylvania, and whose finances were too low to enable them to proceed farther into the country" (Toulmin 1793:68). Census figures of 1790 suggest that for the counties along the Buffalo Trace/Maysville Road, 49 percent came from Virginia (settling primarily in Fayette and Bourbon counties), 25 percent from Pennsylvania, and 26 percent were, "...a hodgepodge of peoples from other origins" (Friend 2005:26). Those figures mask significant local concentrations, including the New Jersey families who settled Mays Lick (Mason County), the Pennsylvanians who settled Millersburg (Bourbon County), the North Carolinians who settled Bryan's Station (Fayette County), and the upcountry Georgians who settled Lexington (Friend 2005:27).

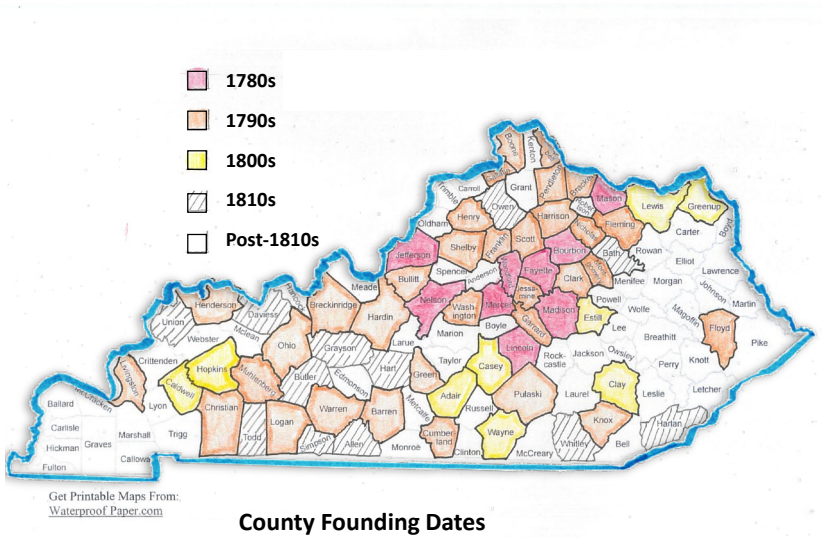


Figure 2.6 (Data compiled from Harrison & Klotter 1997)

The historic pattern of settlement in Kentucky corresponds with the Cultural Landscape divisions. In Figure 2.6, we use the founding dates of each county as a proxy for settlement density over time (**Figure 2.6**).[3] The Inner Bluegrass was the earliest target for incoming Frontier families of the 1780s and has remained highly valued real estate ever since. Smaller pockets of settlement include transshipment points from the Ohio River to overland routes into the interior at Maysville (Mason County) and at the Falls of the Ohio at Louisville (Jefferson County). As routes of settlement, both cities retained cultural influences from the mid-Atlantic and northern states. Both cities rose in importance with the advent of the steamboat in the 1820s, becoming wholesale routes for inland produce and factory towns for the hemp and bourbon industries, while coming under the cultural influence of markets at Natchez and New Orleans.

[3] We are aware that most counties started out much larger than their current boundaries, so our map of founding dates creates an exaggerated sense of settlement density. Figures 2.7-2.9 (below) control for that data bias.

Several of the settlements along the old Wilderness Road flourished into small cities such as Harrodsburg (Mercer County), while those folks turning west began settling the Pennyrile. The Outer Bluegrass rapidly became densely settled in the 1790s, as did the Pennyrile region.

The relatively low population density of the Eastern Mountains has been in effect since the beginning, driven by subsistence agriculture supplemented by the rise and fall of various extraction industries. For example, in the 1810s saltpeter extraction provided most of the black powder used by Americans in the War of 1812 (McBride & McBride 2008:596). Early iron furnaces dotted the northwest counties of the Eastern Mountains, as well as Bath County in the Outer Bluegrass.

The Western Coalfields were slow to develop, with the exception of the bottomlands along the Ohio River. Henderson County was settled in the 1790s and supported large-scale plantation agriculture from that early date. The largest town was and remains Owensboro, despite the relatively late 1810s founding of Daviess County.

On October 19, 1818, the United States acquired the Jackson Purchase in a treaty with the Chickasaw. Subsequent settlement was delayed by the need for a federal survey, followed by the economic fallout of the Panic of 1819, making it difficult to finance anything on credit. The loess uplands were settled first, followed by the barrens and flatwood landscapes (McBride & McBride 2008:597). Most settlements were small and disbursed prior to the founding of Paducah in the 1830s, after steamboat technology facilitated long distance trade. Along the Ohio Valley proper, early freight access to the river meant that any true Frontier in the sense of deprivation from a full spectrum of society and material culture was already over in the late 1790s. In fact, lack of (or the expense of) freight access is a good predictor for an extended period of "frontier living."

The regional settlement dates described above are borne out by the KHC's architectural inventory. A map of all known pre-1800 vernacular structures corresponds with overland routes from the Ohio River and the Cumberland Gap into the Central Bluegrass (**Figure 2.7**). These buildings are primary log houses of single pen or dog-trot forms. The inventory of surviving Federal-style buildings (ca 1780s-1830s) demonstrates intensive settlement of the Central Bluegrass, as well as increasing settlement within the Outer Bluegrass (including Louisville and Northern Kentucky) and increasing settlement in the Pennyrile (**Figure 2.8**). Finally, a map of the known surviving Greek Revival Buildings (ca. 1820-1850s) indicates that the same general pattern prevailed for decades (**Figure 2.9**). ***These maps can be treated as a crude "proof of concept" that the KHC Historic Inventory can be sorted by cultural landscape and can serve as a future source of analytical/statistical data***.

Henry Glassie, in his landmark book *Pattern in the Material Culture of the Eastern United States*, suggested that the material culture of western Kentucky was based on the flow of ideas north out of Tennessee, augmented by continued in-migration via both the Cumberland Gap and the Ohio River (Glassie 1969:38, Figure 8). It would be interesting to compare notes on early vernacular architecture of western Kentucky (as per the 1999 KHC study by Rachel Kennedy and Bill Macintire), with the Tennessee SHPO (Kennedy & Macintire 1999). It also seems reasonable to assume that, despite nominal pre-1818 Native American control of the Purchase area, close proximity to the Mississippi River would have allowed some cultural exchange with nearby French settlements such as Cape Girardeau, as per the Creole Cottages of Ballard County (Kentucky Heritage

Commission 1978:33). Again, it would be interesting to compare notes with our neighboring Missouri SHPO, and work towards a program of identifying early French vernacular traditions in the Purchase.

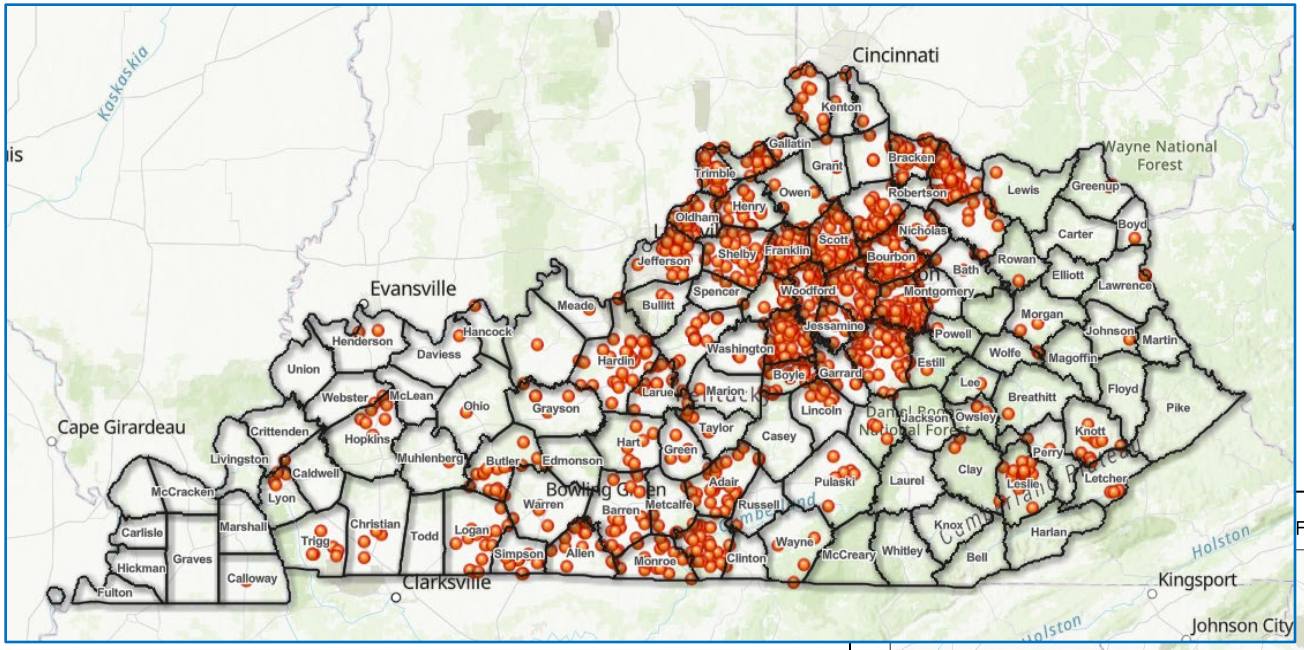
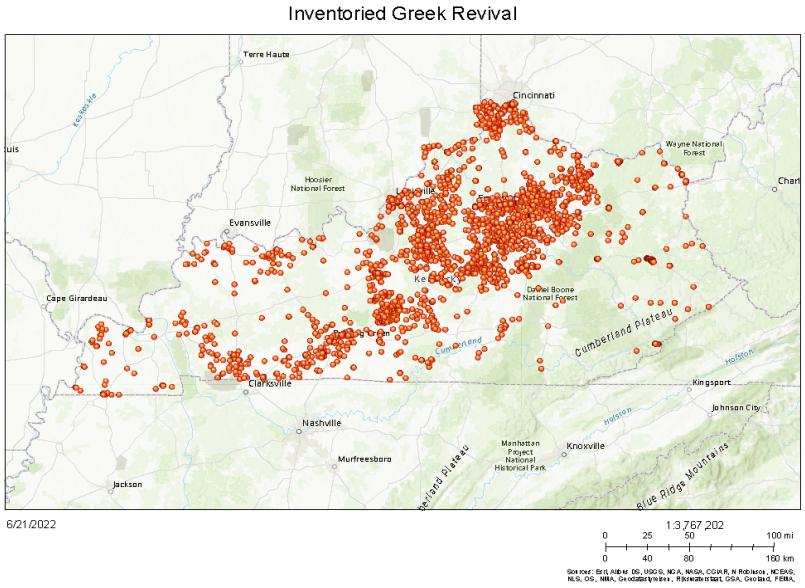


Figure 2.7 Inventoried Vernacular Frontier Structures (Data compiled from the KHC Historic Properties Inventory)

Figure 2.8 Inventoried Federal style buildings (Data compiled from the KHC Historic Properties Inventory)

Finally, in closing this note on early settlement pattern, we need to remember another part of ourselves. Not everyone on the frontier intended to settle. Some were just too restless to stay put back East. "That attachment to the hunting life, which is contracted by a residence on the frontiers, renders a man uneasy in a populous neighborhood, and restless till he can again enjoy an unbounded range in the woods. Persons of this description retire to the eastern limits of [Mason] county, or to the territory northwestward of the Ohio" (Toulmin 1793:68). Restlessness runs in our blood.

Figure 2.9 Inventoried Greek Revival



The Antebellum or Steamboat Era

From the 1820s up until the outbreak of the Civil War in 1861, steamboat technology created an economic boom for participating towns along the Ohio River, in effect consolidating regional growth into a few select port cities.

Maysville (Mason County), in the Outer Bluegrass, became wealthy from hemp and bourbon exports, both due to local production and overland trade from points south in the Inner Bluegrass. By 1847, Maysville was the largest hemp market in the United States, and second largest in the world (Collins 1847:428; Hopkins 1951). Owensboro became the biggest economic driver in the Western Coalfields, while Paducah played the same role in the Purchase.

It is during this time-period that the Outer Bluegrass cities of Northern Kentucky (across the river from Cincinnati, Ohio) and Louisville, at the Falls of the Ohio, take off and become unique regional economic powerhouses. By the 1860s, most smaller port cities along the Ohio had lost market share to Cincinnati, Northern Kentucky and Louisville. That process accelerated with the advent of the railroads, which were first built out from Northern Kentucky and Louisville into the central Bluegrass.

Most antebellum Kentucky industries were not based on large-scale resource extraction (except saltpeter and salt), but were instead relatively low-tech attempts to add value to agricultural produce; corn to whiskey, flax to linen, hemp to cordage or bagging (McBride & McBride 2008:923). The wealthier farmers of the greater Bluegrass began keeping livestock breeding records and showing prized livestock at the county fairs cropping up across the region. The breeding programs that began with prize hogs and cattle quickly transitioned into a thriving thoroughbred horse industry in the postbellum period.

Before about the 1850s, most buildings were built by hand by local craftsmen working from architectural styles found in published pattern books of the day. Greek Revival architecture was the next popular style after the Federal style, closely followed by and overlapping with Gothic Revival architecture. While Greek Revival for the most part did not continue into the postbellum period, Gothic Revival survived, particularly in churches and public buildings. Gothic Revival was around long enough that by the end of its popularity, mass-produced architectural elements could be delivered by railcar nationwide. Some of the earliest mass-produced architectural elements were fireplace surrounds and coal grate inserts of the 1850s, designed to retrofit a wood-burning fireplace into a coal burning fireplace. The surrounds were often executed in imported marble for the parlors, and Vermont marble or wood for the less prestigious sitting rooms.

For owner-commissioned hand-built antebellum homes, there is often a disjunction between a fashionable exterior and more familiar or comfortable interior millwork dating to the previous architectural period, or one sees a distinction in millwork used for presentation space versus service areas, with the older style reserved for the service areas.

In the Eastern Mountains, log construction was gradually eclipsed by milled frame construction, although a simple Hall and Parlor form was often retained, augmented by a "cat slide" roof on the front porch, and a single-story room across the back creating the illusion of a saltbox house. This basic Upland South form might have Greek, Gothic, or Italianate detailing depending on when it was built.

The Ohio River serves as a boundary between a prevalence of side-entry English Barns to the north, and larger, gable-entry tobacco barns to the south. Early tobacco barns are built in heavy timber framing with mortise and tenon joinery and large trenails. It is common to see the broadaxe scars on squared timbers and (except for the siding), not a single nail. These large barns usually have vertical siding, with hinged vertical panels at regular intervals along the long axis serving as vents. In the greater Bluegrass, brick hemp barns have been identified as a unique resource type; they typically have a gable entry, a single second story hoist window, few or no vents, and have wood flooring at both a first and second story. In the Pennyrile and Purchase of western Kentucky, small flue-cured tobacco barns are present (Kennedy & Macintire 1999). Nowadays western Kentucky barns often display a taller core tobacco barn flanked along the long axis by additional single story shed-roofed aisles, creating a five-aisle barn with a distinctive roofline typical of the Great Plains.

The greater Bluegrass is defined by its tabular limestone bedrock, which as it turns out makes great raw material for fieldstone fences and walls, traditionally laid without mortar. These "dry laid" stone fences are one of the charming landscape features of the Bluegrass. Commonly called "slave walls," it is now thought that most were built by Irish and Scots-Irish immigrants.

Most middle-class farmhouses of the nineteenth century in Kentucky were either I-houses with rear ells, or (later) large two-story "gable and wing" forms.[4] The more prosperous farms display a wide variety of textbook architectural forms and styles, while most display a couple of period stylistic

[4] For those unfamiliar with the term, an I-house is defined by its form as one room deep with a center hall and two stories, usually with 5 windows across the upper floor, and a long-axis entry.

elements while retaining a traditional form. Like many other states in the South, in Kentucky the rear ell of the I-house form often has a two-story galleried porch. Cities and towns along the Ohio River Valley often have stepped parapets on their masonry buildings; this detail apparently did not catch on in the Kentucky interior. The so-called "Cumberland" house type is found in the Eastern Pennyrile and (to a lesser extent) the Outer Bluegrass. These are one room deep single-story houses with two front doors on the long axis and large chimneys at the gable ends. The Cumberland house type is also found in Tennessee.

THE CIVIL WAR

Kentuckians passionately supported both sides in the Civil War. After the war Kentucky became a solidly Democrat state, back when being a Democrat meant that you opposed the policies of Reconstruction and supported the later social norms of Jim Crow. Kentucky has preserved several battlefields, and a training/recruitment center at Camp Nelson, in Jessamine County, which served as a refugee camp for newly emancipated slaves, known at the time as "contraband."

Most evidence for slave housing has gradually disappeared, but what does survive usually resembles the impermanent frontier architecture of previous generations. On more prosperous properties, the slave quarters reflect a design that coheres with the many other outbuildings, including smokehouses, summer kitchens, etc. For a time in the early 19th century, nice outbuildings in a harmonious arrangement were considered a status symbol.

Prior to the Civil War, Kentucky became a net exporter of slaves to the deep South, which required walking coffles of market slaves overland with overnight stops at locations where the slaves could be secured. This practice did not require purpose-built architecture, but instead required secure cellars, large smoke houses or preexisting log houses adapted with iron bars at the windows and doors. One such log slave pen from Mason County is now on display at the National Underground Railroad Freedom Center in Cincinnati, Ohio. For most of the twentieth century, such "negative history" was avoided in public discourse. That discourse is happening now, and any physical evidence of the history of slavery is highly valued as a "teachable moment."

THE POSTBELLUM PERIOD

The McBride's referred to this as a period of Readjustment and Industrialization (McBride & McBride 2008). Obviously, the biggest readjustment was adapting to the loss of slave labor on the one hand and on the other hand adapting to one's new-found manumission while owning "nothing but Freedom." Many former slaves banded together in semi-rural Black Hamlets, often located on the rear frontage of large plantation farms. Many of these Black Hamlets had a church and school, with houses arranged along the frontage road or along a makeshift street (Smith & Raitz 1974:217-234). There occurred a demographically invisible shift from relations of bondage to wage labor or tenant farming.

But for most families who owned or lived on a farm, the Postbellum period was transformed by the intensive investment in tobacco as a cash crop. Tobacco was a huge economic driver in Kentucky right up until the removal of federal subsidies and price regulations in the late 1990s. The rise of the postbellum tobacco market is widely viewed as having saved the economic viability of Kentucky farms. By the turn of the twentieth century, the

buyers at regional tobacco markets had learned how to suppress tobacco prices to the disadvantage of the farmers, who responded by organizing into grower's associations. In the Purchase and western Pennyrile regions specializing in Flue-cured or "Black" tobacco, the discord erupted into a vicious fight remembered as the Black Patch Tobacco Wars, complete with barn burnings and night-riders reminiscent of the KKK. The violence spread, and today you can still hear family stories of the tobacco wars throughout the Commonwealth.

Postbellum Industrialization penetrated the everyday lives of most Kentuckians in the form of railroad buildout, reaching into every cultural landscape, and breaking up the old walking distance market town economy, to be replaced with nationwide markets selling bulk commodities. By the early twentieth century, resentment grew among small farmers for the freight rates charged by the railroads, along with a mix of gratitude and resentment towards the new tycoons extracting timber and coal out of the Eastern Mountains and Western Coalfields, all shipped on the railroads. This was the age of the company town and the company store.

After the Civil War, both Greek and Gothic Revival architectural styles were eclipsed by Italianate designs, although some examples of the latter date to as early as the 1850s. Three-story Italianate storefronts with cast iron facades on the ground floor and sheet-metal cornices still dominate downtown retail districts in many Kentucky towns to this day. Richardson Romanesque was another significant style for commercial and fraternal or church buildings in the last quarter of the nineteenth century, its stolid monumentality lending itself to institutional architecture.

In the later nineteenth century, multiple architectural styles were brought to market via mass-produced architectural elements and published house plans marketed to a rising urban middle class. When most Americans mention a house of this period, they are likely to call it "Victorian," while visualizing what is technically called a "Queen Anne" house.[5] Queen Anne architecture uses a mashup of varied massing, towers and porches and balconies, set off by multiple exterior surface treatments such as fake half-timbering, shingled panels, and clapboard or brick. This was the beginning of a proliferation of styles tailored to accommodate nearly any taste or lack thereof. In practice, many surviving examples actually display Queen Anne detailing grafted onto far older house forms, including Shotguns, and Row Houses, and Hall & Parlor houses, and I-Houses, with just a hint of "gingerbread" around the edges. Shotgun houses were a particularly popular house form for lower-middle class and working-class housing in the growing cities lining the Ohio River Valley, probably influenced by more southern examples. In a good example of regionalism in a mass-produced medium, the Northern Kentucky Townhouse form uses a side entrance recessed about a third of the way back along the long axis of an otherwise typical 2-3 story townhouse.

TWENTIETH CENTURY KENTUCKY: INDUSTRIAL & COMMERCIAL CONSOLIDATION

In towns bypassed by the railroads their economies contracted, as did their roles as regional market centers, replaced by a single general store which became the local economic focal point. The built environment had not changed, but the local economy became that of a rural hamlet. The general store still operated on barter as necessary, and often continued the old tradition of ledger-book accounting, which allowed for seasonal debts to be

[5] Neither Queen had anything to do with it.

paid off when the crop came in. County seats, following a long tradition of "court day" markets and auctions, were able to maintain a larger scope of commerce. Many small Kentucky towns began to resemble Wendell Berry's fictional town of Port William, as celebrated in his multiple novels.

The early twentieth century saw the net depopulation of nearly every Kentucky cultural landscape except for the Inner Bluegrass and the Northern Kentucky/Louisville urban centers. Historians call this demographic shift the "flight to the cities" (McBride & McBride 2008:936). Most Black Hamlets were abandoned after the turn of the twentieth century, due in part to the "flight to the cities." What had been largely an African American demographic shift quickly spread among the working class during the decline in farm prices in the 1920s and the Great Depression of the 1930s. In the build-up in military materiel before and during World War II, large-scale manufacturing became a lure to Kentucky's largest cities. As we shall see in Appendix D, the "flight to the cities" is still going on for many Kentucky families.

As Kentucky cities grew bigger and wealthier, they began to experience new urban challenges, among them a decline in housing conditions, an increase in boarders and tenants, and increasing issues of sanitation and municipal services (McBride & McBride 2008:937). Late nineteenth century inter-urban railroads and trolleys, combined with the road improvement movement of the 1920s, made it possible for businessmen to move out of downtown and build a family home in one of the new "trolley suburbs" along the urban periphery. These early upper-class suburbs were quickly joined by a massive buildout of middle class and working-class housing to accommodate the growing urban population. These early twentieth century housing developments were often built on farmland between the urban core and the ring of smaller wealthy commuter towns around them, in effect creating a much larger urban area, usually without a centralized government administration.

The large Queen Anne and later Four-Square houses of the trolley suburbs gave way to turn of the century Arts & Crafts styles influenced at first by the English Arts and Crafts movement, as per Lutyens, Voysey and Morris. A small but growing number of Wrightian "prairie' houses displayed very deep eaves. But what really transformed early suburban developments was the American interpretation of a loosely defined "Bungalow" style. In its simplest interpretation, a Bungalow is an unadorned rectangular building with exposed rafter tails, as often seen in military barracks, church camps and early summer camps. Another early form has a gable-front, with a hipped roof extending over a narrow front porch. Full blown textbook Bungalows of the late 1920-1930s are often side-gable homes with a sweeping roofline extending over the front porch, which often exhibits tapered pillars and door surrounds and three-over-one windows. The designer would often include eyebrow dormers and outshut breakfast nooks.

Speaking of designers, many families elected to buy their houses in mail-order kit form, choosing from multiple catalog designs. Sears and Roebuck, Montgomery Ward, Pease, and others were happy to ship house kits by railroad all over the country. It is a testament to Kentucky's urban growth that we retain so many of these houses, built during an economic Depression.

Post-World War II federal policies had a profound effect on suburban buildout due to the GI Bill. A huge subset of the population could now afford to buy a house and a car and raise a family. The 1950s were also the beginning of the nationwide construction of interstate highways, which often provided the interchanges to the new suburbs. The interchanges themselves became attractors for strip-mall retail development, providing a substitute for an organic downtown.

Post-war suburbs were usually funded by private developers using a very limited repertoire of designs, including a nostalgic "Cape Cod" style, a stripped-down Tudor style with an asymmetrical winged gable front, and most importantly, the new Ranch style house. Early Ranch styles often had the deep eaves of Wrightian architecture, combined with horizonal accents, shallow roof lines, simple front doors and glass block windows at the building corners. Those earliest cinderblock ranch houses looked vaguely Art Deco. While the Ranch underwent several style changes in the late twentieth century, the identifying features are a single-story form, often with a prominent decorative chimney, large horizonal "picture windows," low roof pitches and eventually an attached garage facing the frontage. Split-level forms followed in the late 1960s.

The 1960s saw the implementation of "Urban Renewal," a well-meaning federally funded program based on the concept of remaking multi-block urban centers by demolition followed by a rebuild in structures thought to represent the public good, such as new courthouses and other government buildings, libraries, hotels, offices, etc. Urban Renewal was an early example of city planning departments operating with little or no public input, and little or no mitigation or commemoration of that which was destroyed. Since Urban Renewal removed part of an older urban core, it often targeted poor residential neighborhoods, waterfronts, and elderly courthouses. Using "blight" as a codeword, a disproportionate number of those poor neighborhoods belonged to African Americans. It is important to remember that Urban Renewal came before a widespread Historic Preservation movement, and prior to the tools we now have for protection, mitigation and commemoration. By the time the Civil Rights movement occurred, the damage had been done.

The late twentieth century was a prosperous time for many if not most Kentuckians, although the standard of living improved for all. Small town local architectural infill reflects the improving local economies of the time, although most commercial construction was based on national franchises rather than local business owners. This is the age of office parks, industrial parks and malls, representing the triumph of Big Box construction. While Kentucky does have some examples of Mid-Century Modern, or "contemporary" house designs, mostly we have ranch houses and the advent of the McMansion.

Since the tobacco financial settlements of the 1990s (and the ongoing decline in small local banks), many old family farms are today financially marginalized, requiring owners to take a day job while working the farm before and after work. Many farms now lie fallow, or are worked for feed corn, soybeans and cattle under short-term lease agreements, often to the long-term detriment of the soil. Newcomers to a farming community would do well to avoid asking who sold the family farm; chances are it was the man or woman you are asking, and the subject is still painful. Meanwhile, on a Sunday drive in the Kentucky countryside (choose your preferred cultural landscape), it is not unusual to spot house trailers in front of empty nineteenth century farmhouses, and new dollar stores going up next to the gas station at the edge of town.

Current conditions in the Commonwealth as of 2022 are presented in Appendix D.

CHAPTER 3: THE TOOLBOX

WHAT TOOLBOX?

Historic Preservation is not a monolith; no one organization makes all the decisions. Instead, it is a mix of national, state and local decision-making bodies, learning how to play well together. As we shall see, the most successful programs are often structured by federal standards of performance, with funding administered at the state level, and decisions (including how funds are best spent) made locally.

HISTORIC PRESERVATION AT THE FEDERAL LEVEL

THE ADVISORY COUNCIL FOR HISTORIC PRESERVATION

Of all federal entities, the Advisory Council for Historic Preservation (ACHP) is most directly charged with oversight of Historic Preservation law and related regulations and processes.

Section 106

Section 106 of the National Historic Preservation Act mandates that every state has a State Historic Preservation Office (SHPO), and that every federal construction undertaking (by any agency of the federal government), and every state or local project using federal funding or requiring a federal permit, must adhere to the Section 106 review process. Section 106 is administered by the Advisory Council on Historic Preservation, although in practice every Federal agency has Section 106 compliance reviewers, with authority to halt or permit a project.

Section 106 is structured to "account for the effects" of any activity that has the potential to directly or indirectly effect cultural resources within an agreed-upon Area of Potential Effect. For archaeological investigations, the mandated studies are broken into three phases:

- Phase I resource identification, by either (often both) archaeological or architectural survey and archival research. Phase I research answers "yes or no; do cultural resources exist within the project area?"
- Phase II evaluates resource significance and integrity, using the standards of eligibility for listing on the National Register of Historic Places. Phase II research establishes, "Yes or no, is the known resource eligible for listing on the NRHP?"
- Phase III is reserved for data recovery of those resources that will inevitably be impacted by the proposed undertaking, and/or for any measures to mitigate those effects. Good examples of mitigation include rerouting a pipeline to avoid known resources or rebuilding dry-laid stone fences along a roadway undergoing widening. Data recovery is reserved for unavoidable impacts and may include conducting a thorough archaeological investigation of a doomed site.

Architecture (or "above ground") surveys do not use formal Phases but work to achieve the same ends. At each phase, consultants are required to write a report subject to review by the state SHPO (our KHC) and the lead federal agency. Note that most of the time, local people interact with

these programs through their SHPO office, the KHC. The state agency staff conducts a state review of project documents, ensuring a specific level of quality control and standardization for client submission to federal agencies.

The number of Section 106 project reviews conducted at the KHC has increased very rapidly in the past five years. Section 106 reviews were holding steady at circa 2500 per year from 2016-2018. In 2019 that figure shot up to 3500, and in 2020 shot up again to 4000 projects reviewed, a 62 percent increase. The number of agreement documents signed nearly doubled between 2017-2020, from 25 per year to 48 per year.

Note that being eligible for listing on the NRHP (or already being so listed) does not protect an historic property from being destroyed or other adverse effects of a project. Section 106 simply finds ways to try and extract the learned value of the resource in advance of construction (it "accounts for the effects…"). There are thousands of ancient Native American villages and fine old buildings now reduced to the contents of Section 106 Phase III reports or other forms of mitigation. But also note that Section 106 does not apply to a private construction project that does not use federal funds or require a federal permit, in which case that National Register eligibility does not trigger any legal claim on the proposed project. The bulldozers are free to move, within the bounds of local ordinances, no mitigation necessary. Every year, thousands of historic properties across the country are recorded for the first time (and sometimes for the last time), thanks to Section 106.

THE HISTORIC PRESERVATION FUND

The Historic Preservation Fund (HPF), funded by the proceeds from offshore oil and gas lease royalties, underwrites a significant percentage of the annual budget for most state SHPO offices, the state Certified Local Government Programs, and a wide variety of competitive grants through its State, Tribal, Local Plans and Grants (STLPG) division. Again, note that most of the time, local people interact with these programs through their SHPO office, the Kentucky Heritage Council. The state agency staff assists locals with how to apply the appropriate Secretary of the Interior's standards and guidelines, followed by a state review, ensuring a specific level of quality control and standardization for nearly every submission to the NPS. Although a separate entity from the NPS, in practice the NPS administers HPF funds.

THE DEPARTMENT OF THE INTERIOR

Aside from the above, nearly every Federal historic preservation program in the country is administered by the Department of the Interior (DoI). Other federal agencies may have Historic Preservation staff to review projects, but usually these projects are mandated by laws administered by the DoI. The DoI has written a broad variety of Standards and Guidelines for conducting historic preservation and cultural resource management in general, hence the familiar title, "The Secretary of the Interior's Standards and Guidelines for [xyz]". These are the standards under which we all must work.

National Park Service Inventory & Commemoration Programs

The NPS is the arbiter and repository for the National Register of Historic Places (NRHP), the Historic American Buildings Survey (HABS), the Historic American Engineering Record (HAER), the American Battlefield Protection Program, and the National Underground Railroad Network to Freedom Program, among others.

The National Register of Historic Places

The National Register of Historic Places (NRHP) is the foremost commemorative inventory of historic properties in the United States. Note the word "commemorative." Listing a property on the NRHP conveys no protections from alteration or even demolition; it is simply a list of culturally/historically significant properties.[6] Being listed on the NRHP is not without benefits, as such a listing is often a prerequisite for eligibility for grant funding or the tax credit programs described below. The NRHP is also an extremely important planning tool, establishing the significance of specific properties. Historic properties must undergo a rigorous analysis to determine their eligibility for listing on the NRHP, based on four criteria for listing, and on documentation of the property's surviving integrity (36CFR 800.6(a); 36CFR60.4). The four criteria are listed as follows:

A) It was associated with events that have made a significant contribution to the broad patterns of our history.
B) It is associated with the lives of persons significant in the history of the nation.
C) It embodies the distinctive characteristics of a type, period, or method of construction, or it represents the work of a master, or it possesses high artistic values, or it represents a significant and distinguishable entity whose components may lack individual distinction.
D) It has yielded, or may be likely to yield, information important in prehistory or history.

The shorthand way to remember these criteria is "Events, People, Architecture, and Archaeology," although a property listed under Criterion C is not limited to architecture, and there are other kinds of Criterion D properties besides archaeological sites. The shorthand covers the most common applications of the criteria.

The word Integrity has a very specific meaning as applied by the NRHP. It does not mean physical condition *per se*, but instead establishes the current ability of the property to convey its significance. The NPS has defined seven aspects of Integrity, including location, setting, design, materials, workmanship, feeling, and association. Over the past 50-plus years since the NRHP was founded, the NPS has published an extensive

[6] NRHP Listing does mean that during a project subject to Section 106, the proposed undertaking must account for the effects of the project on the listed property.

series of NRHP Bulletins to assist in applying the Criteria and the aspects of Integrity to specific resource types. The bulletins are now available online at the NPS/NRHP website.

When historic properties cluster into neighborhoods, they can be nominated together as a NRHP District. Not every property within the district has to be contributing to the significance of the district. For example, imagine a gas station in a 200-year-old neighborhood that extends in all directions. Rather than carve out a hole in the district for the gas station, that property is simply listed as "non-contributing."

In Kentucky, NRHP applicants are required to write a nomination (in practice a standardized form) that must be approved at a regularly scheduled meeting of the Kentucky Historic Preservation Board and by the SHPO, after which the nomination is forwarded to the NPS for their review and approval prior to actual listing. Applicants are strongly encouraged to contact and enter into a draft review process with the KHC's National Register coordinator early in the nomination effort. There is a strict process with deadlines for draft submissions. If you don't meet the deadline you often have to wait for a later round. Figure 3.1 indicates by county the locations of all Kentucky NRHP nominations listed to the Register in between 2017 and 2021 (**Figure 3.1**). Aside from the three McCracken County listings in the Purchase, all counties with more than a single listing are located in the greater Bluegrass or the Northern Kentucky/ Greater Louisville cultural landscapes, with 13 listed in Louisville's Jefferson County alone.

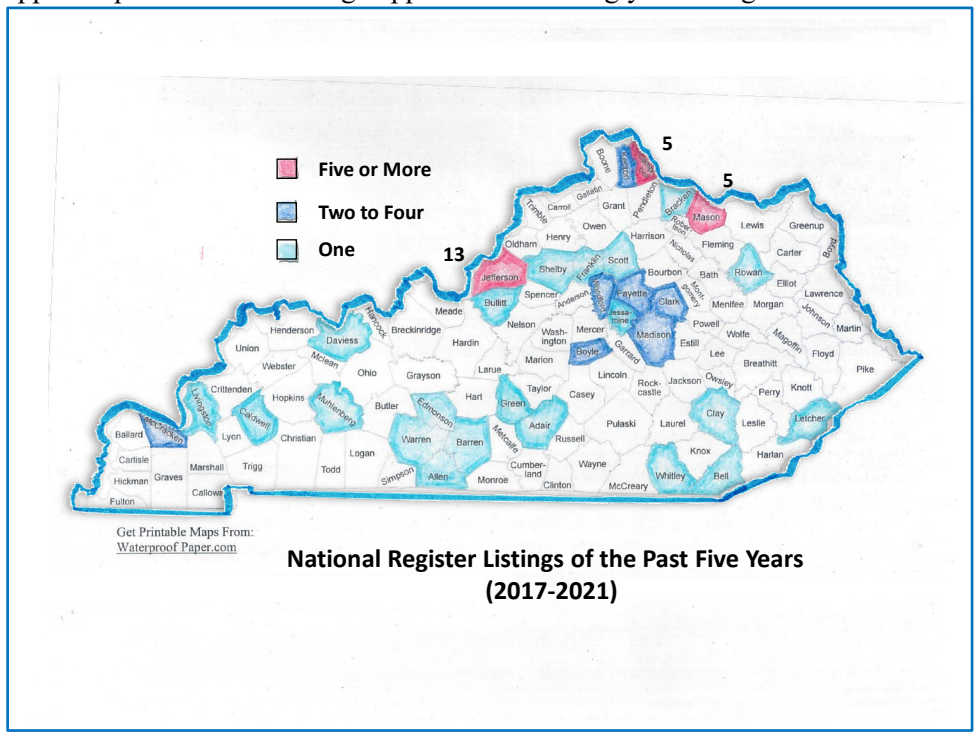


Figure 3.1 (KHC Annual Reporting)

Federal Historic Preservation Tax Incentives Program

The Federal Historic Preservation Tax Incentives Program is administered by the National Park Service in cooperation with the Internal Revenue Service, with all projects assessed and coordinated through the State SHPOs. The goals of the program are two-fold: to promote historic preservation and community revitalization. The program is both the largest and most successful federal program directly assisting historic rehabilitation projects.

As of fiscal year 2021, the federal historic tax credit has provided economic incentives for over 47,000 historic properties (including 334,367 new housing units), distributed across all 50 states and U.S. territories (NPS 2022). Of those 334,367 new housing units, over 55 percent are low to moderate income housing units. The program has leveraged over $116.34 billion dollars in private investment between 1976 and 2021.

The program provides up to 20 percent dollar-for-dollar tax credits to property owners who commit to substantial rehabilitation of a NRHP-listed property. The work must be conducted to a specific standard, the *Secretary of the Interior's Standards for Rehabilitation* (SOI 1997). In practice, this means frequent coordination with the SHPO/KHC before and during the work. For federal tax credits, the property must be income-producing. Tax Credit projects are divided into three mandatory parts; Part 1 documents the historic significance of the property, Part 2 provides a detailed description of the rehabilitation project (preferably in advance of the work), and Part 3 is the Request for Certification of the work. Any work conducted prior to certification is at risk and requires copious photo-documentation including before and after photos.

In 2021 despite the pandemic, over a thousand projects were completed nationwide, accompanied by $7.16 billion in private investments, effectively rehabbing nearly 5000 existing housing units and creating 11,297 new housing units in repurposed buildings. About half of the completed projects were under $1 million in qualified rehabilitation expenditures, with 18 percent spending less than $250,000.

Kentucky's contributions to these national performance figures include over $380 million dollars in private investments from 2017-2021 (NPS 2022). Given that the national average for private investments per state is about $6.4 million, Kentucky has reason to be proud. In fact, according to figures published by the NPS, only 11 states have a better investment record in the federal tax credit program for that time period (NPS 2022).

NON-FEDERAL NATIONWIDE PROGRAMS

Not all nationwide historic preservation programs are federally funded. Examples include the National Conference of State Historic Preservation Officers, the National Trust for Historic Preservation and its subsidiary program, the National Main Street Center, Inc, and the American Association for State and Local History, among others. We also want to recognize a few nationwide movements or trends, including the Walkable City Movement and the so-called "Circular Economy" of recycling building materials as a form of sustainability. Note that the trends may be national, but the programs are always (so far) administered at the local level, representing a kind of groundswell or grassroots cultural shift.

The National Trust for Historic Preservation

The National Trust for Historic Preservation (the Trust) was founded by an act of Congress in October of 1949. At the time of its founding, the Trust was a member-supported non-profit organization, loosely based upon the older National Trust in the United Kingdom. When the National Historic Preservation Act was passed in 1966, the Act provided federal funding in support of the Trust. U.S. Federal funding for the Trust ended in 1996, and as a result, the Trust has been privately funded ever since. In recent years, the Trust has created financial instruments to advance the goals of the organization, via National Trust Insurance Services (2003), and the National Trust Community Investment Corporation, a syndicator of Historic & Solar Tax Credits.

The Trust also offers National Trust Tours. The Trust owns and maintains 27 historic properties open to the public and publishes a list of endangered historic properties in its advocacy journal, *Preservation Magazine*. The Preservation Leadership Forum provides training, a journal and networking opportunities targeting preservation professionals and supporters. "PastForward" is a well-respected annual conference for preservationists administered by the Trust.

Sidebar: The National Heritage Areas Program.

This is another NPS Program administered by the Cultural Resources, Partnerships and Science Directorate. We offer the following extended quote from their website: National Heritage Areas (NHAs) are designated by Congress as places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. Through their resources, NHAs tell nationally important stories that celebrate our nation's diverse heritage. NHAs are lived-in landscapes. Consequently, NHA entities collaborate with communities to determine how to make heritage relevant to local interests and needs.

NHAs require grassroots, community-driven approaches to heritage conservation and economic development. Through public-private partnerships, NHA entities support historic preservation, natural resource conservation, recreation, heritage tourism, and educational projects. Leveraging funds and long-term support for projects, NHA partnerships foster pride of place and an enduring stewardship ethic… The NHA program, which currently includes 49 heritage areas, is administered by NPS coordinators in Washington DC and six regional offices - Anchorage, San Francisco, Denver, Omaha, Philadelphia and Atlanta, as well as park unit staff. NHAs are not national park units. Rather, NPS partners with, provides technical assistance, and distributes matching federal funds from Congress to NHA entities. NPS does not assume ownership of land inside heritage areas or impose land use controls (https://www.nps.gov/articles/what-is-a-national-heritage-area.htm).

Similar to the Main Street program discussed below, NHA's are intended to both preserve historic resources and promote economic development. Again, according to the website: "NHAs leverage federal funds (NHAs average $5.50 for every $1.00 of federal investment) to create jobs, generate revenue for local governments, and sustain local communities through revitalization and heritage tourism" (ibid.).

Currently there is one NHA under consideration called the "Kentucky Wildlands," that focuses on the eastern portion of the state. The Kentucky Heritage Council is willing and able to assist interested parties in prioritizing specific resource areas for consideration as future NHAs, but as a state agency, the KHC cannot lobby congress to pass the necessary legislation. The program can be considered another arrow in the quiver; another tool in the toolbox, yet to be applied in service to Kentucky Historic Preservation.

In Kentucky, the Trust administers the Bruckheimer Fund, which typically awards small $2500-$5000 grants as seed money to jump-start community preservation campaigns; the grants are very competitive and can be used for "bricks and mortar" projects. The Trust has an active social media presence, an advocacy resource center, a diversity scholarship program, an annual National Impact Agenda, and a national awards program. The National Main Street Center (discussed below) was founded in 1980 as a program of the National Trust for Historic Preservation.

Sustainability & The "Circular Economy" [7]

When demolition of an historic structure is unavoidable, many of the construction materials (particularly mantles, windows, doors, millwork, old-growth lumber, logs, and old brick) can be recycled into other structures. All that is required is careful demolition and a clearinghouse for architectural salvage. As part of a wider cultural trend favoring sustainability, recycling historic building materials has found advocates all over the country, including Iowa City's Salvage Barn, Repurpose Savannah, Architectural Salvage Greensboro, Knoxville's Salvage Shop, and the New Orleans Green Project, to name a few. There are several environmental planners around the country that specialize in assisting non-profits and municipalities to create a viable architectural salvage program, in effect growing a new local industry. The "Build Reuse" program has been around since 1994. The "Delta Institute" and "Brooks Circular Economy" are two other examples.

In 2021, Place Economics conducted a study in San Antonio, entitled, *Treasure in the Walls: Reclaiming Value Through Material Reuse in San Antonio*, for the City of San Antonio Office of Historic Preservation (Place Economics 2021). The executive summary notes:

> A deconstruction ordinance would help achieve and advance the objectives of the City's strategic plans related to housing, environmental sustainability, economic development, and equity.
>
> - There are currently nearly 130 private businesses in San Antonio that are part of the reclaimed building material supply chain,
> - Material reuse industries are expected to grow at a faster pace than the U.S. economy as a whole,
> - The current policies in San Antonio support a linear waste stream and have sent approximately $1,470,706 worth of salvageable materials to landfills annually since 2009. Demolitions carried out in 2020 alone could have potentially salvaged structural framing for over six hundred new 1,500 square foot houses,
> - Reuse/refurbishment produces 300 jobs per 10,000 tons of waste compared to 1-6 jobs in the traditional landfilling/incineration process (Place Economics 2021).

In a national survey of the deconstruction industry conducted for the Place Economics report, respondents specified that the total labor income (direct, indirect and induced) from deconstruction is nearly four times that of typical demolition.

- Phoenix started an incubation hub that has had a direct impact on its reuse/refurbishment market over the course of 6 years, including: the launch of 19 companies, filing of 14 patents, and development of 15 products.
- Mechanical demolition is hazardous to the health of local residents. In San Antonio, low-income Hispanic residents have been disproportionately impacted by demolitions in the last 15 years (Place Economics 2021).

[7] We mention several service organizations in this discussion to make the point that there is a movement afoot; naming does not constitute endorsement of any specific organization.

The switch from landfill waste to a recirculating resource base begins with a deconstruction ordinance. Note that the demolition process has to change in order to reuse the materials. The increased labor necessary for a careful demolition is an investment cost covered by the sale of building materials recovered.

There are a couple of caveats necessary to the recycling of historic materials. There may be examples where the component parts of a historic building are determined to be more financially valuable than the building as a whole. Other issues including reusing historic elements in inappropriate ways, such as installing a federal mantle in a bungalow.

The Walkable Cities Movement

Baby boomers are mystified by "young people today," who are not excited by cars and car culture. There just isn't the same association of cars with teen culture, or as a lifestyle signifier, or as an icon of speed, independence and cool. Many 20-somethings in urban areas aren't even bothering to get a driver's license, let alone learning how to soup up a street rod. There is one part of car culture that is too big, too American, too central to our identity as a people to ever go away. Let's call it the Call of the Open Road. Long distance, impromptu, a visit to society's margin that is so vested that it is humored by cops and park rangers and café wait-staff and occasionally even gas stations all across the country. The Road Trip is our country's equivalent of the Amish *Rumspringa,* the wander-year undertaken prior to taking adult vows to the church. What will we do when private vehicle ownership becomes a rarity? Will robot taxis pick up hitchhikers? We will have to invent new ways to wander in wonder. As surely as we are Americans, the wandering will not stop.

So what does this have to do with walkable cities? If one extreme of our collective psyche is going on walkabout, the act of walking in a small mixed-use downtown and interacting with neighbors, merchants and friends is an act of place-making. We are defining our hometowns and our place in the world with every stroll. This sensation is especially powerful if your own work and home are located within such a walking city. The dog you take for a walk in such a place has a better sense of community than a thousand suburban shoppers parked at the mall, driving miles to find a postbox or a family-owned business. The poor Road Tripper stuck on any one of our secondary roads leading in or out of our cities has no sense of place, slogging from traffic light to traffic light, barraged by fast food signs and franchised simulacrums of that which has been displaced, a hometown. As each of us becomes older and hopefully wiser, we realize that we need hometowns just as much as we need the Open Road. They are complimentary impulses.

The term "walkable city" comes from the old geographer's term, "walking city," meaning an unplanned mixed-use city where residential and commercial and even some industrial properties are interspersed and within walking distance of one another. The phrase was coined out of newfound respect for old organically unplanned cities, but also in reaction to miles of single-use suburban buildout. These suburbs are connected by traffic arteries hostile to any mode of transportation but the automobile. Some cities with good suburban rail service managed to preserve the scale of streets radiating out from the center; think Philadelphia's Main Line, for example. Part of that success is because the Main Line was not built as suburban space. It is comprised of ex-urban small 18th century downtowns that were once dying and are now very hot real estate. But for the most part, the post-World War II suburban buildout was single use, enforced by newly powerful zoning laws, and dangerous for a bicycle or pedestrian that

wandered onto a traffic artery. Perhaps we need more traffic capillaries? We need more mixed-use zoning that recognizes the value of walkable cities.

Walkability is not a new idea to the planning profession. In fact, it has become a kind of buzz word implying a variety of values or assumed results, including sustainability (less pollution), health (less sitting), placemaking (community development), urban greenspace, urban pedestrian safety, and other holistic panaceas for urban problems (Forsyth 2015). In her literature review of 2015, Ann Forsyth teased out four prerequisites to walkability, including basic "traversability," compact clustered destinations, safety from both criminals and traffic, and a physically enticing streetscape or greenspace (ibid.). She then enumerated the known outcomes of a "walkable city," to include lively and sociable public space, the sustainability of urban form & transportation options, and increased exercise (ibid.). The relative walkability of urban spaces can be measured and quantified, as can the success of a walkability initiative when compared to baseline data (Brownson et al. 2009; Ewing & Handy 2009; Serin et al. 2006). Good design is not enough by itself to get people walking (Alphonso 2005; Forsyth & Krizek 2010). Vehicles and/or parking must become prohibitively expensive, people need to feel safe, there should be shade from heat and clear paths in snow, etc.

Up to a point, feeling safe is a matter of pedestrian density: How many witnesses will come to my aid? Shoulder-to-shoulder density invites pickpockets and decreases pleasure; you have to be going somewhere to tolerate the crowd**.** People have to want to dress for the outdoors and should have a nominal destination, even if it is just the fountain in the park.

Sixth Street Pedestrian Block, Shelbyville, Shelby County

Bad design does not promote walkability. All those monumental concrete pedestrian plazas of the 1960s and '70s are vacant; people want trees and shade and seating and a path or vector for movement. Paths with multiple destinations are especially useful (like sidewalks or multi-block parks).

Parks are more useful if linear rather than square, assuming a grid street layout. They do not need to be complete "superblocks" of greenspace; they can be repurposed vacant lots (future "pocket parks"), or alleys strung together and landscaped. The equation works something like this. Walkability plays to the strengths of historic downtowns, which include historically mixed use, the high density of small shops, a (hopefully) charming streetscape, and the opportunities for strolling. Increased walkability only enhances the experience of historic downtowns, making them more approachable and more attractive for small businesses and new residents.

If some or all of the ideas presented above sound familiar, chances are you are a Main Street Coordinator! If so, you are probably mentally screaming, "Signage! Add wayfinding to that list of prerequisites!" Which brings us to another nationwide preservation resource, the National Main Street Center, Inc.

The National Main Street Center

Originally a program of the National Trust for Historic Preservation, in 2013 the National Main Street Center became an "independent subsidiary." In 2015, the National Main Street Center rebranded its existing network of local Main Street Programs as "Main Street America." As of 2022, there are more than 1200 local member cities across the country.

The Main Street Approach is the economic revitalization of downtowns, based in historic preservation of both built environment and cultural assets. This highly successful program is organized around the "4-point Approach."™

There are four key strategies underlying the work of a Main Street organization.

- **Economic Vitality**/Develop, retain, and expand business
- **Quality Design**/Develop Space & Place via Historic Preservation
- **Effective Promotion**/ Develop customers/visitors
- **Sustainable Organization**/Management & Developing Partnerships

Main Street participants are part of a statewide and nationwide network of Main Street cities. That network is in constant contact via social media, webinars, weekly meetings, visits from the KHC state coordinator, and includes tools, training, and advice from Main Street America.

Cities can become *Accredited* Main Street Programs. In Kentucky, interested cities can work to become *Affiliates* and then advance to the ultimate goal of *Accredited.* Assessments are done on an annual basis by the State Coordinator who reports to the national program. Several standards that must be meet include:

1. Have an active broad-based board of directors.
2. Cities larger than 5000 population require full time Main Street Director under 5000, a part-time Director.
3. Main Streets must have a written Transformation Strategy including vision and mission statements.
4. Must have a detailed comprehensive work plan, with timetable, estimated cost/revenue, and documentation of volunteer support.

5. Must have a budget and demonstrate the support of their municipality. The local Main Street Organization is tasked with maintaining funds and keeping the program in business. Kentucky has both city-supported and non-profit programs.
6. Must report reinvestment statistics (monetary & in kind).
7. Must be a member of the national program to be nationally accredited.

It is easy to spot a Main Street Community, by their stock of well-preserved buildings. They have focused on beautification, have great wayfinding signage, often have façade grant programs, pedestrian amenities like benches, pocket parks, inviting alleyways, public restrooms, and outdoor activities. Main Street programs enhance and leverage the amenities often using tools of the "Tactical Urbanism" movement (Lydon & Garcia 2015).

Main Street America (MSA) maintains an online Resource Center. MSA organizes an annual conference and offers courses and trainings. MSA maintains consulting services to member cities, including a "Field Services" component.

The American Association for State & Local History

The American Association for State & Local History (AASLH) is a national non-profit organization. They describe themselves as follows:

> We provide resources for history lovers, professionals, volunteers, and enthusiasts. AASLH provides crucial resources, guidance, professional development, advocacy, new publications, field-wide research, and a sense of connectedness to over 5,500 institutional and individual members, as well as leadership for history and history organizations nationally. It is the only comprehensive national organization dedicated to state and local history (https://aaslh.org/about/what-we-do/ accessed June 2022).

In addition to developing their own *Standards and Excellence Program for History Organizations* (STEPS), and a History Leadership Institute, the AASLH hosts an annual conference for history organizations and interested individuals nationwide.

The key contribution of the AASLH is the creation and promotion of multiple professional development opportunities for lay people, in non-threatening venues more or less outside of a traditional academic setting. They have recently published a national census of history organizations that we will discuss below as a local tool in the toolbox (Rosenstein & Vakharia 2022).

The National Alliance of Preservation Commissions

The National Alliance of Preservation Commissions (NAPC) is a private non-profit nationwide organization formed in support of any local government with a preservation commission, including those participating in the Certified Local Government program. The NAPC offers a variety of tools for the preservationist toolbox, including intensive training seminars, a quarterly magazine, a biennial conference, legislative and policy support partnerships, a webinar series for its members, and a NAPC-L Google Group for email-based free-form advice and discussion.

The intensive training seminars are called "CAMP," which stands for Commission Assistance and Mentoring Program. This is a continuing education program especially useful for preservation commissions/ design review boards trying to enforce effective, defensible and humane design review. CAMP programs are useful for a greater audience, including city administrators, state CLG Coordinators, other SHPO staff, and most exciting of all, landowners living in or considering historic overlay districts. This kind of landowner education and outreach is enormously helpful early in the designation process. CAMP offers a menu of topics, including infill design, standards and guidelines, legal basics, legal ethics, meeting procedures, preservation planning, the survey and designation of historic resources, preservation incentives and benefits, and building public support. CAMP also offers role playing exercises in design review, and intensive seminars in specific periods of historic architecture.

STATEWIDE PROGRAMS

The Kentucky Tax Incentives Program

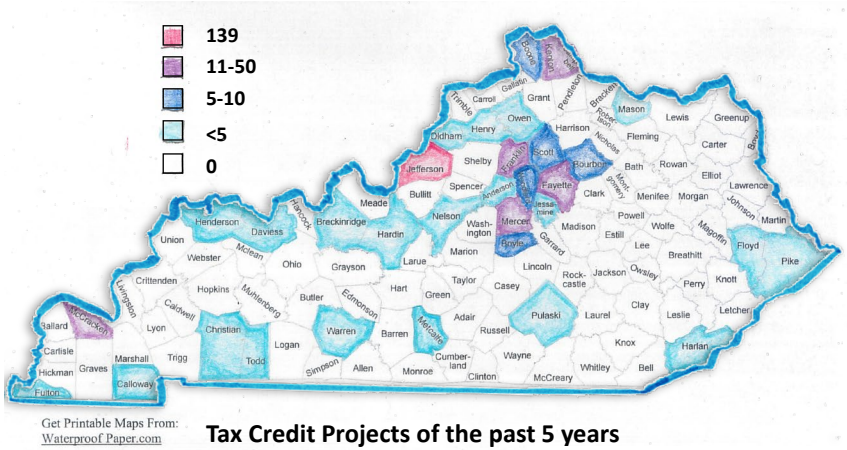
Kentucky has its own tax incentives program. Kentucky is one of 39 states in the country that allows tandem use of both federal and state tax credits for the same rehabilitation project (NPS 2022). Since the federal program only applies to income-producing properties, only those properties are eligible for tandem tax credits. However, Kentucky's program can apply to either income producing properties at a 20 percent rate, or owner-occupied residential properties, non-profits and non-state governmental entities at a 30 percent rate. Kentucky's Historic Preservation Tax Credit is transferable, and Kentucky's Department of Revenue will reimburse participating landowners, should their tax credit for the years during which the work is conducted total more than their actual tax liability in the year following the completion (and final KHC approval) of work.

A "substantial" private investment is required, defined as a $20,000 minimum. Income producing properties in Kentucky require either a minimum of $20,000, or the cost basis, whichever is larger. In the coming state fiscal year, the total project cost limit has changed from $5 million to $100 million. Fortunately, state government has authorized the hire of five new merit-based employees at the KHC to administer the expanded program. The state program requires a filing fee for all participants, using a sliding scale based on total project cost. The NPS also charges a processing fee for each project.

According to the NPS, between 2017 and 2021, Kentucky completed 130 Federal Historic Rehabilitation Tax Credit projects with private investments totaling $380,136,286 in Qualified Rehabilitation Expenses (QREs). For the same 2017-2021 time-period, 426 projects from 31 counties were completed utilizing the Kentucky Historic Preservation Tax Credit, with $283,548,115 of private investment (QREs) in historic buildings, leveraged through $18,508,106 in credits. Of these, 205 utilized the 20 percent commercial/other credit, while the remaining 221 utilized the 30 percent owner-occupied residential credit. **As of last year, since 2005 the state tax credit has resulted in 1,166 buildings rehabilitated across Kentucky and $709 million of private funds invested in historic buildings, leveraged through $51.5 million in credits, a 13.7-fold return on investment.**

Tax Credit Projects have not been evenly distributed across the commonwealth (**Figure 3.2**). While the map displays numbers of tax credit projects per county, the record to date is dominated by the Inner Bluegrass, Northern Kentucky, and Greater Louisville, with Paducah upholding the Purchase region. Most of the counties with fewer than 5 tax credit projects include small cities, like Owensboro, Hopkinsville, Bowling Green, Somerset,

Pikeville and Maysville. There are large gaps in our coverage for the Eastern Mountains, the Outer Bluegrass, the Pennyrile and the Western Coalfields.



Tax Credit Projects of the past 5 years (2017-2021)

Figure 3.2 (KHC Annual Data)

The Kentucky Main Street Program at the Kentucky Heritage Council

Each of the 28 Main Street cities in Kentucky must sign a Memorandum of Understanding with our state program at the KHC. (**Figures 3.3 & 3.4**). KYMS provides hiring assistance as needed, new director orientation, and local board training sessions, tax credit workshops, and on-site technical visits including design and strategic planning assistance.

In the five years prior to the pandemic, the Kentucky Main Street Program oversaw a 45% increase in annual statewide total reinvestment dollars in downtowns, from $76 million in 2015 to $167 million in 2019.[8] For that same period, the public contribution to those reinvestment figures hovered between 21 and 31 percent of total investment. In other words, for every public dollar spent, the Program generated between twice as much to 4 times as much in reinvestment dollars by private individuals.

In 2020, Covid ground the Kentucky economy to a halt, and the pandemic left Kentucky Main Street communities reeling with a loss of 1,344 jobs and 231 businesses over the first few months. But the good news is the Main Street Approach™ works – these communities bounced back due to the resiliency of local directors and their ability to take advantage of tools they had learned through participation in the program. Local directors assisted businesses to create space for open-air retail and dining, assisted with a shift to online sales, and networked with other directors to see what was working in their communities. By year's end, participating programs cumulatively reported $45,501,384 of investment in downtown commercial

[8] These data come from the annually compiled KYMS records.

districts, representing $28,129,794 of private investment matched by $17,371,590 in public improvements. Statewide, the program reported 842 (net) new jobs and 122 (net) new businesses (KHC March 2021).

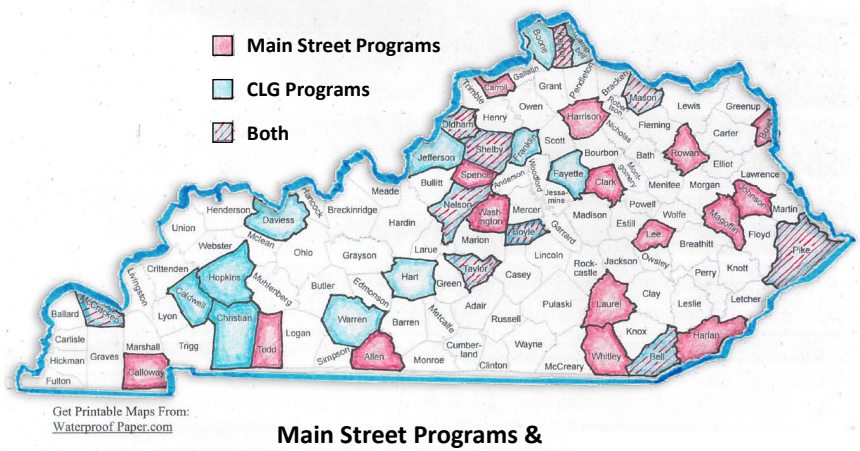


Figure 3.3 (KHC Annual Reporting)

Main Street Programs &
Certified Local Governments

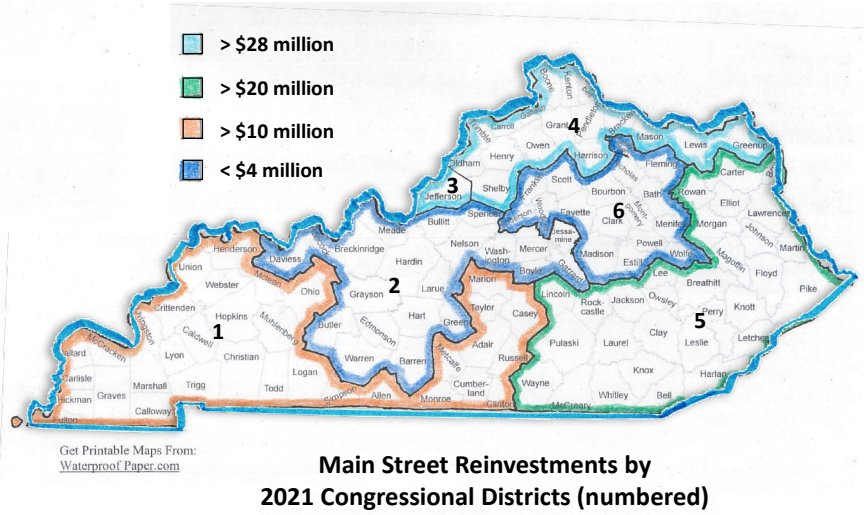


Figure 3.4 (KHC Mainstreet Program Spreadsheets)

Main Street Reinvestments by
2021 Congressional Districts (numbered)

In 2021, Kentucky Main Street tracked nearly $43 million in total reinvestment, even as many people remained in pandemic quarantine. The 2021 reinvestments were distributed very unevenly across Kentucky (**Figure 3.4)**, with the northern band of Outer Bluegrass counties and Northern Kentucky enjoying more than $28 million in reinvestment funding, while the Central Bluegrass received less than $4 million. The eastern mountains did very well, receiving over $20 million in reinvestment dollars. The eastern mountains also led the state in net jobs gained (390) and net new businesses (over 30) in Main Street cities in 2021 (**Figure 3.4**).

Kentucky had the first statewide Main Street program in the nation. It is worth noting that Kentucky Main Street programs receives little state and no federal funding; these are local people making local decisions with local funds. Every indication suggests a bounce back to pre-pandemic levels for downtown reinvestment in the coming year. Since the program's inception in 1979, Kentucky Main Street can document more than $4.7 billion of public-private investment throughout the Commonwealth!

When we overlay the geographic distribution of Main Street Cities with CLG Cities, we see both some overlap and some gaps in our state coverage (**Figure 3.3**). When the expansion of either program becomes practicable, we need better coverage in the Eastern Mountains, the Outer Bluegrass, the Eastern Pennyrile, and the Western Coalfields. Parallel with economic and education trends displayed above, the central Bluegrass, Louisville, and Northern Kentucky currently dominate the commonwealth.

The Kentucky Historical Society

The Kentucky Historical Society (KHS) is Kentucky State Government's premier archival and material culture repository.[9] The KHS as an institution is much larger than its museum building. The KHS maintains extensive collections accessible via online catalogs and research tools. The institution supports very ambitious and successful outreach programming, including History and History Teacher Awards, a summer camp for children, a monthly lecture series for adults, a genealogy program called Kentucky Ancestors, a traveling lecture series and traveling trunks mobile exhibit program, and a dedicated catalog just for African American historical resources. The KHS offers Cemetery Preservation programming, an Historic Marker program, and hosts the Kentucky Oral History Commission.

As we shall see in the survey conducted for the current Preservation Plan, many respondents treat archival preservation as a priority at least as important (and occasionally, more important), than Historic Preservation in its traditional sense of property-based preservation. The KHS is a valued first stop for anyone conducting extended historic research in the Commonwealth.

[9] There are two critically important albeit specialized institutions that should not be overlooked despite our blanket praise of the KHS. Most government documents are housed at the Kentucky Department for Libraries and Archives, including county deeds, tax and census data, and much more. Most archaeological data and artifacts are housed at the Webb Museum for Anthropology and Archaeology at the University of Kentucky.

Preservation Kentucky

Preservation Kentucky is a membership-based nonprofit formed to educate and advocate for the preservation of buildings, structures and sites throughout the Commonwealth. In practice, Preservation Kentucky administers several grant programs, including the Kentucky Preservation Fund (in concert with the National Trust and the KHC), the Linda and Jerry Bruckheimer Preservation Fund (in concert with the National Trust and the KHC), and the Cecil Dulin Wallace Preservation Fund for Mercer and Boyle Counties. Preservation Kentucky also serves as an information clearinghouse/ referral for other historic preservation programs throughout the state.

KENTUCKY HERITAGE COUNCIL PROGRAMMING

Since the SHPO/KHC is responsible for implementing various federal or nationwide historic preservation programs, we have already discussed much of the work conducted at the KHC, include Section 106 Review, the state and federal Tax Incentives programs, the National Register of Historic Places, and the Main Street program.

As part of the ongoing research into the status of Historic Preservation in the Commonwealth of Kentucky, we have spent a little time in the KHC's annual end-of-year reports for the past five years. Most of the available data comes from the Cumulative Products Tables and Project Activity Database Reports for the Historic Preservation Fund (HPF) of the NPS. Note that since the Main Street Program uses no federal funds, it does not report performance measures to the HPF annually.

Preservation Easement Properties in Kentucky

Landowners who elect to accept a preservation easement held by the KHC get a tax credit in return (unless they are a non-profit). In essence, the easement agreement stipulates that the property will be maintained in perpetuity to the SoI Standards, and the easement follows the deed should the property be sold. Landowners further consent to an annual or semi-annual inspection by KHC staff, who provide guidance on necessary maintenance and/or repairs in the form of a photo-documented report.

The number of easement properties in Kentucky has remained steady at about 78 properties. Easement Inspections per year have fluctuated wildly, with a big push to conduct 118 in 2019, dropping to 13 in 2020, probably also due to social distancing concerns during the pandemic. As of April 2021, the KHC easement inspector is currently doubling as the Tax Credit liaison for the agency. The KHC easement portfolio will grow dramatically, as the agency has agreed to inherit most of the KYTC preservation easements. Fortunately, the agency has recently received state funding to add staff to these important programs.

Certified Local Governments

This program is federally funded by the HPF/NPS, with a pass-through grant program administered by the Kentucky Heritage Council going to Kentucky's CLG cities. Local governments can make decisions on how best to implement historic preservation in their cities. The federal funds are administered as 60/40 matching grants, with the KHC overseeing a minimum of 10 percent of its annual HPF funding as a competitive CLG subgrant program. The grants are awarded annually, with a set performance period. There is considerable latitude on how the grant funds can be used, as long as the project promotes historic preservation and is not used for bricks and mortar work on historic properties. Typical uses include conducting survey projects, NRHP nominations, writing Design Review Guidelines and local Preservation Plans, getting good training for their Historical Commissions and staff, or finding ways to keep landowners informed and on-board with the program.

To qualify as a CLG, cities must have an historic preservation ordinance, and an historic preservation commission conducting design review for property alterations or infill within a local historic overlay district or zone. Ideally every city should have a qualified staff person to oversee the program, although cities can share staff, or assign CLG administration duties to a qualified person already on staff. That person should have academic training in architectural history, local history, planning, or an allied field. Ideally, CLG staff should have some project management experience, in order to effectively administer the grants.

CLG cities must commit to an ongoing program of resource identification, commemoration and preservation, which in practice means conducting periodic architectural surveys, nominating properties or whole districts to the NRHP, and conducting design review within their local overlay districts. The local preservation commissions base their design review decisions on the wording of the local ordinance, their local Design Review Guidelines, and the *Secretary of the Interior's Standards for Rehabilitation & Illustrated Guidelines for Rehabilitating Historic Buildings* (SoI 1997). Commissions working to prioritize local preservation needs and future project decisions should refer to a recent local Preservation Plan.

Note the distinction between listing a NRHP District, which is an act of national *commemoration*, and creating a legally binding local historic overlay district and enacting design review, which are acts of local *preservation*.

Kentucky's 23 CLG cities range from Dawson Springs and Horse Cave (both with populations of ca. 2600-2700) to Louisville (population ca. 619,000), with city staffing and services commensurate with their size. One of the intriguing aspects of the CLG Program is that you cannot tie relative local support to population size or geographic context. We have some tiny programs with outsized participation.

Prior to COVID, the number of CLG Grants awarded annually was trending upwards, from 11 to 14 to 19 in the years prior to 2020. The number of CLG cities has remained constant for many years at 23 (**Figure 3.3** above). Between 2017 and 2021, the Certified Local Government Program's Grant program, representing locally directed investments in historic preservation, went from funding ca. $146,000 in historic preservation projects

annually to ca. $165,000 annually, including local matching funds and in-kind service. This represents an 11.5% increase in total investment over a five-year period.

The State CLG Coordinator notes that although most Kentucky CLG cities are maintaining their commitment to historic property identification and commemoration (architectural survey and NRHP district nominations), many local CLG coordinators are facing pushback from elected officials and in public meetings against adding to or expanding the local historic overlay districts already in place. We also note that if a local mayor is unsympathetic to design review, that person has the power to "stack" the appointees to the local historic commission, undermining the program. We have seen boards composed of irresponsible landlords and real estate speculators. The situation in effect weakens our ability to expand our protection of historic properties via design review.

Where design review is not effectively enforced (for whatever reason), the district fails to reap either the visual enhancement of authentic period-correct buildings, or the long-term economic benefits of neighborhood revitalization. Under those circumstances, the landowners come to see the review process as a hoop or hurdle, with no obvious benefit. In response, the KHC is recommending additional review board training as well as landowner outreach and educational opportunities. For example, one innovative CLG grant project going forward will provide NAPC "CAMP" Training to local landowners, creating an educated constituency within the existing overlay districts.

The Heritage Farm Program

The Heritage Farm Program is an honorary program of the Kentucky Heritage Council and the Kentucky Department of Agriculture. The program commemorates family farms that have been in the same family for either 100 years or 200 years. Eligible farms receive a large metal street sign displaying the family's tenure on the property as either a "centennial" or "bicentennial" Kentucky Heritage Farm.

African American & Native American Heritage Programs

The KHC maintains a staff position to serve three statewide heritage commissions, including the Kentucky African American Heritage Commission (KAAHC), the Kentucky Native American Heritage Commission (KNAHC), and the Martin Luther King, Jr. State Commission (MLKSC). The KHC assists in developing Educational Resources for use in the schools, including a bibliography of source materials for teachers, indexed by age group (KHC & KAAHC 2022). Over twenty years ago, the KNAHC produced the *Teaching About American Indians: Stereotypes and Contributions: A Resource Packet for Kentucky Teachers*, by Tressa Townes Brown and A. Gwynn Henderson (Brown and Henderson 1999). Today there are over a dozen additional reference articles posted on the KHC website on behalf of the KNAHC.

The mission of the Kentucky African American Heritage Commission (KAAHC) is to identify and promote awareness of significant African American influences on the history and culture of Kentucky and to support and encourage the preservation of Kentucky African American heritage and historic sites. The commission has 19 members appointed by the Governor and includes representatives from the state's major universities, state agencies, community preservation organizations and interested citizens.

The KAAHC, working with KHC staff, is conducting a multi-year study of the Rosenwald Schools of Kentucky. The staff liaison is working towards a condition report based on field inspections of surviving schools statewide. Both KHC Staff and members of the KAAHC Board assisted with the recent African American Historic Context study for the City of Frankfort, Kentucky (Brackett & Jones 2022). In cooperation with Kentucky Educational Television (KET), the KAAHC is introducing new African American educational material to the station's Learning Media website.

The KNAHC is an education and advocacy group with the following stated goals:

- To promote increased awareness of the Kentucky Native American Heritage Commission within state agencies
- To promote the role and importance of Native American peoples to the history and development of the Commonwealth through teacher education, media relations, and public education
- To develop and promote an accurate depiction of Native Americans through media relations, research, and educational programs
- To develop programs, events, and materials for and about Native American peoples
- To serve as a clearinghouse for information for and about Native Americans in Kentucky
- To develop and maintain partnerships between Native American peoples, agencies, and organizations in promoting the goals and objectives of the Commission
- To promote conservation and preservation of the cultures, ideals, and artifacts of Native Americans in Kentucky
- To promote existing and needed legislation to protect and promote the heritage of Native American peoples

The KNAHC has been particularly successful at producing accurate materials for use in public schools, effectively countering the persistent myth that Kentucky was an empty hunting ground in the Contact period, and sensitively portraying the modern Native American community (KNAHC & KHC, 1999 & 2022).

The MLKSC commemorates the MLK National Holiday by sponsoring annual awards for artists, poets and community activists. In January of 2022, two Paducah residents were recognized with Leadership Awards presented by the Kentucky Martin Luther King Jr. State Commission during a video presentation that also honored winners of the Student Art, Poetry and Essay Contest. Other Adult Leadership Awards went to Dr. John Chowning of Campbellsville and Joanne Orr of Louisville. Individuals were nominated and selected for demonstrating commitment, compassion, and dedication to the ideals of Dr. King. The Martin Luther King Jr. Awards are presented annually to celebrate Dr. King's life and legacy.[10]

An Opportunity: State Historic Preservation Office Resource Inventories as "Big Data"

As of June 2022, there are 100,552 properties listed as Historic Resources in the Kentucky Inventory, not including another 1124 properties added since last April, bringing the total up to 101,676 (**Figure 2.19** above**)**. In addition, there are 9815 so called "Coded Properties," for which we have little information. There are 132 Easements mapped, 764 large National Register properties, 482 National Register Districts, 285 linear resources (such as stone fences), and a variety of Group Records and Trail of Tears resources.

[10] The preceding paragraph is quoted from the KHC website.

The KHC has maintained a growing inventory of historic properties in the commonwealth for nearly 60 years, codifying each property using a standardized inventory form. The form, and therefore the information collected, has changed several times over the years. There has been a slow shift from paper inventory forms stored in filing cabinets to standardized internet-based forms, with the data compiled in a database. Recognizing the need, in the past five years the KHC embarked on a large-scale process of digitizing all agency hard-copy collections; this has been a trial for both staff and those querying the agency for specific project needs. As of 2022, we are now reasonably confident that the digitization project will be complete in the next 18 months.

State inventories up until now have been the greatest underutilized resource in historic preservation. Geographic Information Systems (GIS)-based data can be graphically and powerfully displayed, allowing the public for really the first time to see all that has been accomplished since the implementation of the National Historic Preservation Act of 1966. It will require GIS literacy and software access for agency staff, but most state agencies would benefit from additional geographical rigor and data access in daily decision making. Currently only one staff person at the KHC is fully licensed for GIS software and has unrestricted access to the inventory data. In that regard, our cities in Kentucky are streets ahead of our state agency. The KHC may want to rethink the current model of requiring payment for access to the inventory. Our architectural heritage is a matter of public record, even if we are forced to restrict access to archaeological site data to deter looters.

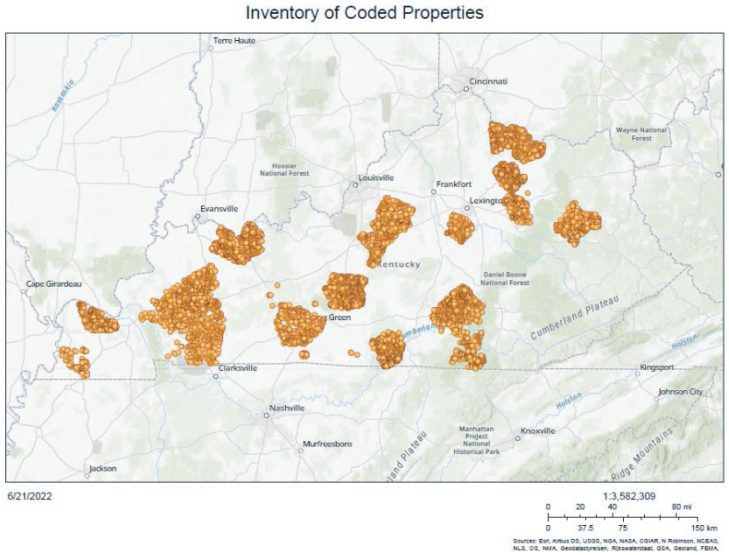
We are approaching the day when our inventory is not a dead list but big data. It will soon be possible to use it to map the spread of both high style and vernacular architecture across time and geography. With the advent of GIS, it is now theoretically possible to run complex statistically robust analyses of the statewide cultural resource base.

Note the wiggle-words "theoretically possible," but also note the tremendous research potential at stake here. Since Kentucky's is not the only SHPO shifting our inventories to GIS, it may soon be possible to trace the advent of specific vernacular and high-style architectural traditions across time and space, within a known margin of error, *nationwide*! We could refine the long-standing models of the spread of material culture on the frontier, or the formation of the Upland South, as used by cultural geographers like Fred Kniffen, Henry Glassie, and Kentucky's own Karl Raitz (Kniffen & Glassie 1966; Newton 1974; Raitz & Ulack 1985). We could target endangered resources or predict unidentified resources from a tablet computer. Combined with landform and paleo-climate data, known archaeological inventories can support multiple experiments in predictive prehistoric site modelling using GIS technologies.

Folk material culture studies tied to geography have been around since at least the 1960s, but in practice studies have been limited to specific surveys by specific researchers, with occasional syntheses by scholars like Karl Raitz. GIS makes it possible to run multiple "discrimination analysis" studies (a habitat study uses discrimination analysis) in a single day, using thousands of data points already logged in our inventory. The whole country is on the brink of a new era in studying nearly 60 years of cultural resource management inventories.

Now, let's circle back to the wiggle-words, "theoretically possible." Given that the standardized survey forms changed over the years, there is not a 1:1 relationship in responses; we have some square pegs and round holes. Experience teaches that not every researcher in the past knew how to map

UTM coordinates, prior to the advent of on-line mapping services. In fact, at the federal level, the National Park Service is having a massive problem with old National Register of Historic Places (NRHP) nominations providing inaccurate coordinates.[11] For every state, SHPO geodatabases will require a prolonged, focused effort to "clean" (rectify) dirty data in the years to come. The KHC has been supporting this effort for years and is making real progress. This is a big enough problem that it probably should not be considered a maintenance cost, but a multi-year project cost, followed by maintenance in real time.



Browsing our Kentucky SHPO resource inventory, several of our 120 counties have been subject to avocational architectural surveys, turned in to the KHC way back when, without survey forms. While we apparently had enough data at the time to plot them, that is all we know about them now. We are calling them "Coded Properties." We should all be grateful the Coded Property data have not been discarded altogether, as avocational researchers are often drawn to "the oldest, the biggest and best," but at the moment these properties are a kind of phantom thorn in our sides.

Figure 3.5 (Compiled from KHC Inventory)

Twenty-two Kentucky counties are carpeted by Coded Properties (**Figure 3.5**). We are interested in forming partnerships with county Property Valuation Administrators (PVAs) and the Fiscal Courts to capture once known, now demolished cultural resources. This is both an in-house "data cleaning" issue and a land use planning issue. At the state and federal levels, both SHPOs and the NPS may need to think about funding projects/programs to clean up our collective inventory data, as we approach the time when we can conduct trustworthy statistical analysis on our inventories.

The KHC & the Office of the State Archaeologist (OSA)

Unlike most other State Historic Preservation Offices, the Kentucky Heritage Council does not track archaeological resources in an inventory, nor do we archive archaeological reports or collections. When a project reports on both architecture and archaeology, they are presented in two different forms, one with the archaeology redacted, and one that includes the archaeology. The latter are sent to the Office of the State Archaeologist (OSA), housed at the Webb Museum for Anthropology and Archaeology, at the University of Kentucky at Lexington.

[11] The NPS geodatabase is called the NRIS Inventory. The NPS notes, "Users should be aware that many points and polygon boundaries require some level of correction. In general, this dataset contains modest corrections to the coordinates contained in the NRIS with reference to some of the point data. In many cases, polygon boundaries may appear incorrect due to minor errors in the database. It is our intent to be able to address these errors and improve the quality of the spatial data over time." (https://www.nps.gov/subjects/nationalregister/data-downloads.html accessed April 2022)

The OSA maintains a database inventory of archaeological resources statewide. There are currently software incompatibility issues that do not permit full access to the OSA data by KHC staff. Let's consider this a "current gap in our knowledge" that needs rectifying in these next five years. That said, the KHC still publishes books on Kentucky Archaeology, hosts an annual Kentucky Archaeology Conference, and reviews Section 106 projects that include archaeological components.

An Ongoing Constraint: KHC Agency Workloads and Staff Shortages

As the Section 106 agency reviewer workload was increasing by 62 percent (from 2500 to 4000 undertakings) in less than 2 years, the KHC began to lose review staff to private consulting firms, in some cases without the position being filled afterwards. The workload among the reviewer staff remains a crushing burden, despite a heroic effort. As of October of 2022, the KHC has two open positions for Section 106 reviewers.

We are seeing a similar problem with survey form processing and digitization, with response times to survey/site files requests currently running 30 days behind, leaving our federal responsibility to both Section 106 and CLG grant project timetables in jeopardy. That problem will hopefully be relieved when the office digitization project is completed in the coming year, but the workload will not decline.

As of this writing, the KHC lost its staff architect to private practice more than a year ago, and despite repeated job postings, the agency has found it very difficult to obtain qualified personnel at the pay rate determined by the agency budget. Good solidly qualified architects tend to walk away when they hear the salary. As a result, we have only two people on staff to run the Tax Credit Program and Easement Inspections, who at any one time may be responsible for over a hundred active projects. With the latest infusion of state support for the Tax Credit Program, we expect that workload to increase exponentially, but fortunately new hires for the program have been authorized in the current state budget.

Rapid staff turnover at any office will eventually compromise "institutional memory," which impairs interdepartmental communications and the smooth and effective handoff of responsibilities, while promoting the accretion of multiple working versions of computer files, a loss of standard protocols for updating files and other issues discussed elsewhere in this report.

These compromises in agency efficiency are mitigated somewhat by a dedicated, mission-driven staff. For example, despite some pretty spectacular community reinvestment figures through the years, our Main Street Program, solely funded by the Commonwealth, ranks 50th out of 50 nationwide; we in Kentucky have the lowest state funding for the program in the country. Our current state coordinator has been spinning gold from straw for years now.

In past decades, the KHC established a pattern of regular publications, including several series of scholarly books and journals, in addition to the State Historic Preservation Plan and an Archaeological State Plan. Working from data posted to the current agency website, between:

- 1984-1989, The KHC published 8 times,
- 1990-1999, 13 times,

- 2000-2010, 16 times,
- 2010-2020, 3 times, *including* two state historic preservation plans.

Clearly our rate of publishing has declined dramatically. As recently as the 1980s and 1990s, the KHC had a staff of over thirty people. Today we have eighteen, yet our federal responsibilities are compounding.

The Area Development Districts

The Area Development Districts often administer federally funded projects, requiring Section 106 Review & Compliance. The Section 106 staff at the KHC report that they are in nearly daily contact with at least one of the ADD Districts. As of June 2022, the KHC has created a policy modification to streamline the Section 106 review process for reviews submitted by the ADDs by project type, particularly water and sewer projects that are on the fast-track due to COVID funds or economic development funds.

The ADD districts in rural areas often employ the only professional planner(s) for miles around. That in-house capability takes on increased importance when we recognize planning and zoning as powerful tools for both disaster response and historic preservation.

HISTORIC PRESERVATION IN KENTUCKY COUNTIES & MUNICIPALITIES

Historic Preservation is enacted at the local level in Kentucky by a colorful mix of volunteer organizations, city governments, county governments and multi-county Area Development Districts. City and county governments tend to cooperate with each other (or not) by virtue of the statewide system of county Fiscal Courts, administered by an elected County Judge Executive. In practice, there may be a local municipal ordinance for historic overlay districts and a county-wide Comprehensive Plan supporting a local landmarks program. We have already discussed several important programs with significant local commitments and rewards, including the NRHP, the Tax Incentives programs, the Main Street programs and Certified Local Governments, and will not repeat ourselves here.

Planning & Zoning in Kentucky

Anyone who has been active in cultural resource management or historic preservation since the 1990s has seen a sea change in local attitudes toward planning and zoning. It used to be you would get shouted down in a public meeting for mentioning the dreaded "Z" word, even if you were trying to protect a beloved battlefield. According to 2019 research conducted by the Kentucky League of Cities, 84 of the 120 counties in the Commonwealth (70%), now have some form of city or county planning and zoning (**Map 3.6**) (KLC 2019).

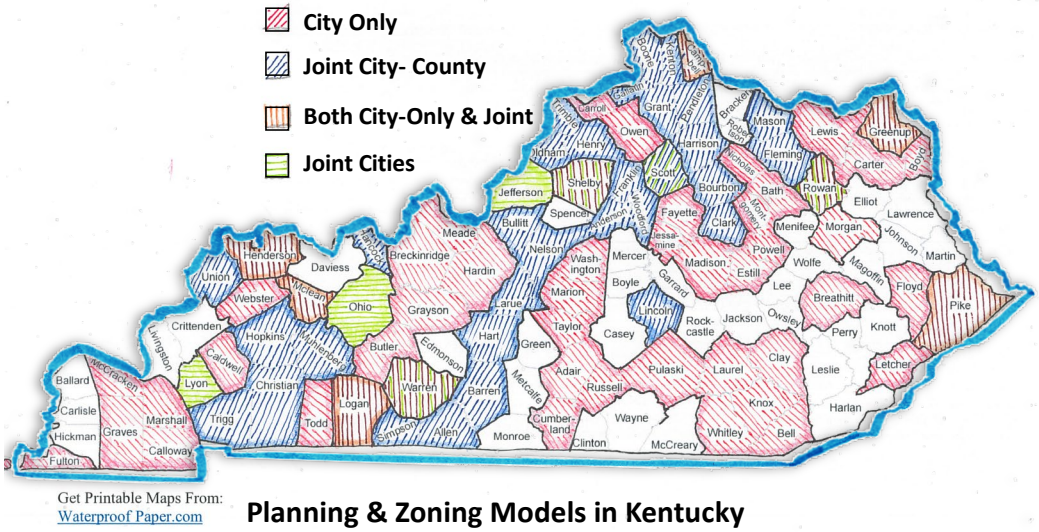


Figure 3.6 (KLC2019)

As indicated in Figure 3.6, Northern Kentucky, the Bluegrass and Outer Bluegrass, and Louisville/Jefferson County are on-trend, although there is an interesting semicircle of apparently non-zoned counties ringing the central Bluegrass across its south edge, corresponding roughly to the Knobs physiographic region (**Figure 3.6**). In the Eastern Mountains, fewer than half of the counties have planning and zoning, as is also the case in the Eastern Pennyrile. However, we should not treat this survey (or our map) as gospel; some of the blank counties on the map may have planning and zoning in place (for example, Owensboro in Daviess County), but did not respond to the 2019 Kentucky League of Cities survey.

Communities that have embraced Planning and Zoning have already accomplished the heavy lifting perquisite to both the Main Street and CLG Historic Preservation programs. Once the public acknowledges that fee simple landowners owe some responsibility to their community (just as in Environmental law), a local historic overlay district becomes just another form of zoning. A community that has embraced managed growth already understands the need to protect historic districts and old downtown commercial districts. Cities and counties that already have Planning and Zoning are opportunities for our future preservation efforts; those without represent our future challenges.

Sidebar

Hopkinsville: Local Historic Preservation & Economic Redevelopment Working Together

Hopkinsville, located in the western Pennyrile in Christian County, has done a splendid job of promoting historic preservation through city-sponsored financial incentive programs for landowners. Programs include:

- A **50/50 Matching Grant** program providing reimbursement funds of up to $20,000 for property renovation expenses,
- A **Collateralized Loan** Program offering a 24-month Certificate of Deposit at loan closing, at a local bank of the landowner's choice, valued at 20 percent of the loan total. The City's 20 percent is not to exceed $35,000 for approved renovation expenses,
- A **Preservation in Lieu of Taxes (PILOT)** program, which allows landowners to continue paying real estate taxes at the pre-developed assessed value for five years following a landowner investment of 60 percent of current PVA value in renovating their property,
- A "**Let's Paint Downtown Hoptown**" program that offers reimbursement of 50 percent of expenses for exterior painting projects, up to $5000.,
- A **Downtown Rebate Incentive** program, which offers an 80 percent rebate in increased *ad valorem* tax revenue resulting from development/renovations for up to 20 years. There is also a 50 percent rebate of all payroll taxes generated from new jobs created as a result of redevelopment/ reinvestment, for up to 20 years. According to the Kentucky Revised Statute § 132.020, the current ad valorem rate is thirty-one and one-half cents ($0.315) upon each one hundred dollars ($100) of value.

Hopkinsville has been actively engaged in a revitalization effort since 2008. Since then, the city has allocated $1,044,500.00 to the 50/50 matching grant program alone. That seed money has resulted in over $10,748,000.00 invested by private landowners since the program began. These figures suggest a greater than 10-fold return on the City's investment in just one of the above programs.

A new round of Technical Assistance Incentive Programs was proposed in 2021, resulting in a written implementation strategy (Hopkinsville 2021). Proposals include Marketing/Co-branding Grants, Signage and Façade Design Grants, Storefront Display and Merchandising assistance, a Property Development and Occupancy Program, and a Market Analysis/Financial Assistance program. Hopkinsville is living up to its social media tag line, **Downtown Hoptown Rocks!**

Local History Organizations
Preservation advocates, county historical societies, "Friends of" non-profit groups, house museums, lineage organizations, historic district committees… The total number of historic-interest groups is only a little larger than the many different kinds of historical groups out there. As of June 2022, the American Association for State and Local History has published a nationwide census of historic groups, including 371 such groups active in the Commonwealth of Kentucky (Rosenstein & Vakharia 2022:30, Appendix A). These groups contribute enormously to the preservation and administration of specific historic properties and archival assets, and their membership forms a pool of advocates that can be counted on to show up for public meetings on preservation-related issues. They also often provide venues for lectures, an annual calendar of locally sponsored commemorative festivals and are fierce advocates for heritage tourism.

The 371 local history groups active in the Commonwealth far outnumber our CLG cities and Main Street programs and need to be part of the effort as those programs expand. One of the key findings of the AASLH study is that "***there is a pervasive sense that history has a public purpose"*** (Rosenstein & Vakharia 2022:20)**.** Many of today's historic districts were originally inventoried and designated with the assistance of local history organizations, to whom we all owe a great debt.

GAPS IN OUR KNOWLEDGE

Inter-Agency GIS Inventory Compatibility
The Webb Museum and the KHC currently cannot share GIS data, leaving an unknown but significant percentage of all the resources inventoried in the state out of reach and unanalyzable. Specific archaeological site locations can and should remain limited access, but it should still be possible to run statistical studies on aggregated site data.

Municipal Fiscal Health
Preservation is (among other things) a form of investment. The commonsense word on the street is that everyone is strapped for cash, although some municipalities are doing just fine, thank you. The burden of enforcing property protections often falls on local government, and if local tax incentives for preservation are available, there is some lag time between a loss of tax revenue and the across the board rise in the desirability of the community and its property values, however large the latter. So, the baseline fiscal health of Kentucky's municipalities is a significant gap in our current knowledge and will affect planning outcomes at least in the near term.

Local Non-Profit Historical Organizations
Knowing the list and contact information for all local history organizations in the state is a Gap in our Knowledge; the Kentucky Historical Society may be able to help, or the American Association of State and Local History, which recently completed a nationwide study of these groups. We all need to know our nearby allies.

CHAPTER 4: THE SURVEYS SUMMARIZED

The following is a simplified summary of our survey results. Summaries are rarely good at preserving nuance, and the following discussion is no exception. Those interested in the broad spectrum of survey responses (particularly the write-ins) are referred to the detailed analysis of our survey results preserved in **Appendix E**.

SURVEY DESIGN

In order to establish any changes or trends, we elected to revisit the website-based voluntary survey used for the last Five-Year State Historic Preservation Plan (Birenberg 2017). In fact, we copied the first fourteen questions nearly verbatim from that survey, although we inserted the opportunity for respondents to write answers in their own words, using an "Other" option. We then scoured Preservation Plans from other states looking for good survey questions and adapted five additional questions for the public survey (IDCA 2013; IDNR 2020; ISHPO 2016; GHPD 2022; LSHPO 2017; MHC 2018).

A second survey was designed independently from the public survey, targeting Kentucky's active preservation community, whether professionals in Planning, Historic Preservation, Cultural Resource Management or allied fields, or volunteers serving on preservation non-profits and municipal Historic Commissions across the Commonwealth. Unlike the first survey, the second was limited to seven open-ended essay questions.

To leverage the power of the internet, we asked additional public and private organizations to post links to our surveys and send links to the surveys to their respective membership lists as email blasts. A list of organizations contacted is found in **Appendix C**. Our carefully selected hosts attempted to reach the broadest cross-section of the public. The professional survey link was sent to 38 host organizations; the public survey was sent to 28 host organizations, to all of whom we are forever grateful. Of course, the KHC also posted a link to the survey on our own website and promoted it with a combined radio and social media campaign. In practice, the surveys were conducted and tabulated by "SurveyMonkey," a commercial service.

In addition to spreading the word through website postings and email blasts, the Planning Coordinator was interviewed about the survey for a radio show on WFTM, Maysville, Kentucky, which was then reposted as a podcast and picked up by various radio stations across the Commonwealth. The podcast was also featured on various social media platforms.

Survey Range of Error

Using standard polling assessment tools, we estimate the range of error for the surveys to be four percent or slightly larger. Based on survey responses, it is fairly obvious that a large percentage of respondents are already supporters of the Historic Preservation effort, with about four percent of the responses consistently negative. Given that our pool of respondents are mostly supporters, we have been careful to ensure that negative perceptions are explicitly addressed in our recommendations for future actions. A more detailed discussion of range of error is presented in **Appendix E**.

RESULTS OF THE PUBLIC SURVEY[12]

Most respondents are from the Inner and Outer Bluegrass and the Pennyrile, with more responses from urban areas than rural areas, with the exception of Maysville, in Mason County, Kentucky. That small city's high participation rate is probably the result of a local radio program promoting the survey. Most of our 2022 respondents are older than the respondent pool of 2017, suggesting that Kentucky's support base for historic preservation is aging out. Most respondents are already willing to own historic property or have already owned such a property in the past (but are now too old to take on such a project), suggesting that most of our respondents are already long-term supporters of historic preservation.

According to our public survey responses, the most important *roles* of Historic Preservation are:

- Preserving properties that serve as tangible reminders of our history (education),
- Teaching the benefits of renewing existing structures versus "remove and replace" practices,
- Conserving community identity and sense of place.

The greatest *impacts* of historic preservation (a slightly different question) are seen as increasing the economic viability of downtowns and maintaining a sense of identity and place.

The most important issues facing the Historic Preservation effort are considered to be:

- Suburban sprawl,
- Speculative gutting and flipping houses in historic districts,
- Demolition by neglect/ poor enforcement of timely maintenance,
- Threatened rural landscapes, residential areas and downtowns,
- Ignored &/or poorly documented or commemorated resources associated with alternative historic narratives & underrepresented populations.

The biggest obstacles to historic preservation are the perceived cost of rehabilitation, the lack of education on the economic benefits, and demolition by neglect.

The topics most in demand for future public meetings include State and Federal Tax Credits, Certified Local Government Grants, and the Main Street Program…in other words, programs providing access to money and/or economic development tools. In a similar vein, state and federal tax credits are now viewed as more effective than any other Historic Preservation tools.

[12] Whenever survey responses are presented, the responses are presented in order of popularity.

Turning to the challenges facing the historic preservation effort, in 2017 nearly 70 percent of respondents felt that the preservation effort was addressing their concerns. As of 2022, that number has declined to 56 percent. Concerns currently perceived as unaddressed or poorly addressed include:

- Landowner apathy/ignorance,
- A lack of support from state and local government,
- An ongoing lack of funding,
- Demolition by neglect,
- Social justice issues, including the perception that Historic Preservation favors wealthy whites or a discredited view of cultural history.

While most respondents felt that we need more property protections, a vocal minority felt that the current Standards and Guidelines are either too extreme or too difficult, or too expensive. When compiling a list of critiques of the current historic preservation effort, the following were the most common issues noted:

- Onerous codes and standards obstruct rehabilitation,
- Burdensome application requirements,
- Poor or unfair design review decisions.

Finally, we asked the public how best to prepare for natural disasters. The most popular replies were 1) Identify and record endangered cultural resources, and 2) Create a response plan.

RESULTS OF THE "PROFESSIONALS" SURVEY

When asked, "What were your greatest Historic Preservation successes of the last 5 years," our historic preservation professionals responded with specific property restoration or rehabilitation projects, new survey and/or commemoration projects, creative/meaningful community engagement, new research discoveries, and obtaining agreement documents for large scale cultural resource management.

When asked for the greatest Historic Preservation challenges of the past 5 years, we heard about understaffed state and federal agencies, the chronic lack of funding, the need to find ways to inspire and educate review board/preservation commission volunteers, and the current lack of enforcement tools/ legal authority in the face of threatened or neglected properties.

Preservation professionals noted that the hardest part of their jobs was educating clients and stakeholders, being patient with politics, hostility and the process of finding mutual agreement, feeling stretched too thin by the lack of staffing/ funding, and stressed by the unrelenting deadlines and workload.

The most rewarding parts of the job include saving the resource, creating cooperative working relationships with stakeholders, educating and then watching learners execute, and achieving responsible project outcomes.

We asked, “What needs to happen in your program in the next 5 years?” The responses include:

- Better clarity of review processes,
- Increased public support,
- Increased staff funding,
- Better review processes & staff management at the agency level,
- Public access to agency GIS inventories, and
- The need to rewrite/ improve policies and guidelines.

Several of the above responses speak directly to the Kentucky Heritage Council. More pointedly, when asked “Where did we collectively fall short in past 5 years,” we heard about the ongoing need to educate the public on the benefits of Historic Preservation, that the effectiveness of the Kentucky SHPO is in decline, and that not all historic resources are physical objects or properties.

Finally, we asked “What changes do we all need to implement to become more effective?” The answers ranged from a renewed effort in public education, outreach and publicity, to increased interagency cooperation, and strategizing on the role of Historic Preservation to serve the disenfranchised. Last but most important of all, we have all been reminded that we serve the public.

CHAPTER 5. CONSTRAINTS & OPPORTUNITIES

In this chapter we will compare the results of our Survey (Chapter 4) with our available Toolbox (Chapter 3) as the first step towards defining Kentucky's Goals and Objectives for the next 5 years.[13]

PRESERVING OUR HERITAGE WHILE PLANNING FOR GROWTH

In the text to follow, it is worth thinking of the major headings as Kentucky's thematic challenges faced in Historic Preservation, voiced as shared values in the surveys. As noted in the last chapter, the largest trending change in public perceptions identified in the current survey was a 27.2 percent drop in the perceived relevance/responsiveness of Historic Preservation. Nearly every subject heading in the current chapter is intended to address this overarching issue. It is not enough to say we intend to be more effective Educators. We as practitioners of Historic Preservation need to face outward by expanding our public outreach/education efforts, and face inward by reexamining all program interactions with the public, with an eye towards simplifying and wherever possible, streamlining the implementation of all Historic Preservation practices.

THE PROCESS & THE PRODUCT

Our 2022 survey responses tended to offer consistent support for the existing model for how Historic Preservation works; that is, a process of resource identification (Survey), followed by an assessment of relative value (Evaluation of Significance), followed by Commemoration/Designation (usually listing on the NRHP or a local District designation), and finally for a lucky subset of the total population of resources, Rehabilitation or Preservation. So, when some respondents said the most important resource type to preserve were those that were deemed "to have historic or architectural significance," they were using the language of the preservation process that has been in place for 60 years.

Planning for growth means both the adoption of Preservation Plans to redirect new construction and planning for the economic development that follows from the act of preservation itself, particularly in mixed-use downtown settings.

RESOURCE TYPES

The process described above is designed to accommodate all resource types, although some are a better fit than others within the existing Toolbox, while the successful preservation of others can be affected by Current Conditions in Kentucky (Appendix D). The following resource types are listed by order of popularity in the 2022 Survey. Think of these choices as shared values across the Commonwealth.

[13] Dedicated readers are encouraged to examine Appendix D, which presents an overview of various current economic and demographic conditions in Kentucky. That study has contributed to our analysis of constraints and opportunities. The flagging reader is forgiven for skipping the appendices.

Main Streets & Downtowns are by far the most publicly visible and publicly popular resource type, and are a good fit with current NRHP, Main Street & CLG programs in the toolbox. Constraints include regional economics and local government support for the programs, and consistent, solid decision-making during design review. **Public Buildings** are also a good fit with the above tools in our toolbox, although they often require alternative funding sources for rehab projects. **Residential Properties** are a good fit with NRHP designation, the CLG program, Kentucky Tax Credits & local ordinance tools, but as noted above, enforcing design review requires assiduous public outreach and consistent decision-making to maintain landowner support. Lack of access to skilled preservation tradesmen can derail an otherwise great project. **Rural Landscapes** create a very strong sense of place and identity, usually associated with farming. Although there is still plenty of farmland out there, developing a viable long-term family farming economy is a constraint. Rural landscapes require careful survey & NRHP designation, and some form of protection. Adaptive reuse of barns and other means of preserving outbuildings are encouraged. **Archaeological Sites** are a popular resource type for both the Prehistoric and Historic periods. The ongoing need to withhold specific location data to prevent looting is a clear constraint, and an obstacle to any response to persistent requests to increase public interpretation, such as GIS reconstructions, Trails, Tours, Living History exhibits, designating large-scale prehistoric landscapes, etc. **Industrial Sites**, particularly those representing an obsolete technology or former local industries are popular. Constraints include frequent problems with resource integrity when trying to nominate them to the NRHP, brownfields concerns, and the expense &/or scale of any rehabilitation project. That said, rehabilitated industrial sites with public interpretation often become tourist destinations.

Other resource types called out in the 2022 Survey include sites associated with **Diversity & Alternative Historic Narratives**. The unique constraints and opportunities of these resource types are discussed in detail below. **Cemeteries** are a ubiquitous resource type currently under-represented in the Kentucky Historic Resource Inventory. In the early years of the NRHP, cemeteries tended to be overlooked. In Kentucky, the cemetery inventory is curated by the Kentucky Historical Society, due in part to the rich genealogical data they retain. The KHC and KHS will need to work cooperatively in the future to evaluate, commemorate and preserve this property type.

Some respondents to the survey noted **City Connectivity & Greenspace** as an overlooked resource type. It is tempting to refer to these resources as Parklands just for the convenience of a label, but many are impromptu pedestrian solutions or vernacular adaptations rather than planned civic community space. Identifying and commemorating them will require coordinating with city officials, since once they are codified, someone may have to take legal responsibility for them. As a resource type, they are a good fit with Preservation Planning, the national Walkability Movement, and a possible future decline in private car ownership.

The next two "resource types" may not be physical properties at all; they are calls to protect **Local Identity** and **Sense of Place,** which are products of either a successful preservation effort or a mythical community untouched by time. They are the sought-after outcomes of our work. The last resource type was identified in the survey of preservation professionals: The resource base as recorded by the **State Inventory**. These are our records, our data, and sometimes our final resting place for the memory of properties now demolished. These last three "resource types" all revolve around defining specific examples of local and regional variation in the built environment and teaching that variation as quantifiable data.

ANTICIPATING GROWTH AND DEVELOPMENT

One of the consistent themes to emerge from the public survey was a call to prevent or redirect new construction and various undesirable forms of redevelopment within or adjacent to historic neighborhoods and landscapes. While understanding the desire to halt change, we all need to acknowledge that a certain amount of change is inevitable, that growth is a net positive if done correctly, and our job is to anticipate both growth and redevelopment and ensure a place at the table to negotiate what form they take.

The first step in any form of controlled growth is a zoning ordinance. As demonstrated in Figure 3.6, many of our counties of the Eastern Mountains and Pennyrile Plains are not yet zoned, defining a clear challenge to direct or redirect any future growth. It is important to remember that zoning is also a form of disaster preparedness, redirecting new construction away from flood zones or landslide-prone areas. By redirecting future industrial sites, zoning quickly becomes a residential/commercial amenity. As it happens, it is also easier to enact a zoning ordinance *before* growth pressures develop, in anticipation of future prosperity for the county.

The rapid suburban buildout into former farmland is often referred to as Sprawl. Survey respondents were vociferously against Sprawl, many suggesting that it should be stopped. Suburban buildout can be managed, but as long as family farms require a second job to make ends meet, farmland real estate values will remain depressed, and those farms closest to urban areas will be gobbled up by developers as an investment. In other words, resisting sprawl and conserving rural landscapes are often the same actions, requiring a mix of land trusts, local planning capabilities, adaptive reuse, and a flourishing agricultural economy. Many embattled exurban farmers have turned the tables by becoming truck farms for local produce, or nurseries/garden supply businesses (currently the fastest growing type of farming in Kentucky).

Greater Louisville in Jefferson County, Northern Kentucky at Kenton, Boone and Campbell Counties, and to a lesser extent the Inner Bluegrass and Bowling Green (Warren County) are our fastest growing regions in the Commonwealth. Most have good local planning capabilities, although not all have up to date Preservation Plans or Rural Landscape protections. It is important that we support these efforts at all levels of government, and by active local non-profit preservation groups. If the Commonwealth elects to build out its system of freight ports along the Ohio River, there will be immense development pressures placed on cultural resource-rich bottomlands. It would be wise to have agreement documents in place before that happens. As noted elsewhere, it may become necessary to put into place a Section 106-like process of review for new industrial-scale solar and wind power installations.

There are a couple of variations of redevelopment within historic districts that attracted anger from our survey respondents. The first is the prevalence of the practice of "flipping" historic properties by fixing up the outside to district standards, while gutting the inside and refinishing to a modern (or at least an ahistoric) standard. Most local ordinances do not require any kind of design review on the interiors of historic buildings. Tax credit projects, whether Federal or State, require adhering to the Secretary of the Interior's Standards for Rehabilitation for both exteriors and interiors (SoI 1997). There was some pushback in the survey responses to retaining interior millwork and finishes as "onerous," which suggests that we need to start celebrating intact interiors to better educate the public.

Some survey respondents also expressed concern that the same folks who were "flipping" historic properties did so with no intension of living in them themselves but were instead subdividing formerly single-family dwellings or commercial/industrial properties into multi-family apartments. What was left unsaid in the survey responses was an implied fear of a downward spiral in property values due to an influx of renters, rather than landowners with an investment in the neighborhood. This fear is often framed as a problem of increasing urban population density, and implies that increasing population density was an undesirable/unanticipated outcome of redevelopment.

The Kentucky Tax Credit program does favor owner-occupied properties but will accommodate income-producing redevelopment as well. We currently have a housing shortage in Kentucky, indeed nationwide. There are good reasons to fear the possibility of future irresponsible landlords investing in an historic neighborhood, but that outcome is not an automatic result of converting properties to multi-family or increasing the population density in an historic district. Here again, good zoning and codes enforcement can ensure that any conversion to multi-family has the infrastructure to accommodate parking, etc., and can enforce timely maintenance with a combination of tax incentives and fines. Creating greater population density in urban areas takes some of the pressure off of the surrounding farmland.

TEACHING PRESERVATION ETHICS & ATTRACTING A YOUNGER POPULATION OF SUPPORTERS

One of the recurring themes in our survey results was an obvious shift in the demographics of our support base. We tend to be of the baby boomer generation, and we are fast aging out. The obvious response is that we have to attract a younger audience; the question is How?

Since Appendix D establishes that most Kentuckians do not obtain a bachelor's degree, we need to establish an awareness of the built environment in the K-12 schools. While the new Kentucky Social Studies Standards require that Kentucky History is plugged into every grade, it is a freestanding class subject in the fourth and seventh grades. These target grades need to be approached in a voice appropriate to each.

Attracting a younger audience is a part of the larger issue of educating the public in the benefits of Historic Preservation. No matter how we rearranged the wording of our questions in the survey, we got the same answer. The most frequent response received was the need for more effective education of the general public in what Historic Preservation is and does.

But education will only go so far. There will always be some percentage of the population that either does not care or is actively against Historic Preservation, and exposure to what it is and what it does will not change their core values. Imagine walking into a Baptist Church and offering to teach the Catholic catechism, then observe the result.[14] There are differences in core sensibilities at play. To some extent, Historic Preservation is a core sensibility, an awareness of the depth of time, and an ethic, not just a skill to be learned. In the 2022 survey, openly anti-preservation respondents

[14] My thanks to colleague Marty Perry for suggesting this analogy.

represented about 4-5 percent of the total for any single question, but the percentage in the general population is probably much higher, since this was a self-selecting survey effort.

People trust the truth of *things* more than they trust the written word. Whole landscapes and neighborhoods of historic resources are a powerful, approachable embodiment of the past. But you have to put down your phone, get out of the car, and walk around with informed new eyes before you can see what you are looking at. Preservation education has to teach the individual a new way of seeing the world.

What does an Historic Preservation ethic look like? Simply stated, it is teaching the husbandry of historic property. Yes, it is yours, but it will outlive you, and you want to hand it off in better shape than you found it. It does not mean nothing can change; it does mean that the essential identity of the property remains for the next generation. Historic Preservation is a kind of conservation; it is conservation of the built environment, rather than the natural environment.

At this point in the conversation, we start to lose some people, in part because not all properties rise to the definition of historically significant (who decides?), and others still don't agree with environmental laws that appear to be compromising their rights as fee-simple landowners, so the analogy to environmental law is seen as a bridge too far. Although historic preservation is a kind of economic development, imparting advantages on participants and bystanders alike, among the true believers fixing up your historic property is its own reward.

Balance Historic Preservation with Current Needs

There are voices from the survey asking that we find ways to balance the needs of historic preservation with the needs of the present, which can mean many things. Often, this is code for demolition and redevelopment into the next big thing, whether it be shopping, or apartments, or offices, or a convention center, or a stadium. There is often lots of money on the table, tempting perfectly well-meaning public officials to ignore any preservation protections in place. These are the times when it is absolutely essential that local officials and city administrators understand the value of Historic Preservation. The perception of back room deals and betrayals was a recurring theme in the 2022 Survey. Local preservationists should be prepared in advance of a specific threat to deflect development into more appropriate local geography. But there are plenty of other modern needs besides demolition and redevelopment, which offer room for negotiation and accommodation. Finding ways for local codes to accommodate storefronts with residential units in the upper stories is a good example. **Finding a negotiated balance between preservation and modern needs should be an integral part of preservation education, and an integral part of design review decision-making. We are not dealing with good and evil or right and wrong; we are dealing with differing core sensibilities.**

TEACHING THE COSTS, SUSTAINABILITY AND ENVIRONMENTAL IMPACT OF HISTORIC PRESERVATION

The 2022 survey of preservation professionals discovered that the hardest part of the job is educating clients and stakeholders. Even preservation enthusiasts often overestimate the costs of repairing wooden windows or replacing clapboard exteriors. In reply, we need to get some hard data into circulation. Among the public survey respondents, a minority (usually running at about 5 percent of the total) cited a variety of tenacious myths about historic preservation, which need to be refuted at every public appearance.

MYTH BUSTING & MISINFORMATION

Teaching the Costs of Ownership[15]

Next after the issue of preservation education, the expense of rehabilitating an historic property was the leading response in the 2022 survey, across multiple survey questions. The following is intended as a gentle rebuttal of the myth, not as a cure for mythmaking.

Let's take as a starting point the idea that old buildings were built to be repairable. Old buildings are built of wood, glass, masonry, sand and lime. There is no shortage for any of these materials, although "old growth" close-grained historic wood is of much higher quality than most wood available today. But materials and shipping costs are a small percentage of project costs when repairing or maintaining an older building. Most of the cost is for *labor* (Rypkema 2005; Yapp 2021).

With knowledgeable tradesmen and careful project management, renovations run between $83. to $100. per square foot. Preservation Contractor Bob Yapp has been tracking his project costs for over 100 projects. Mr. Yapp averages $83/square foot (Yapp 2021). According to Bob Yapp, 73 percent of the cost of renovation is the labor. Therefore, it is important to find skilled tradesmen, or learn to do the project yourself. That cost per square footage figure can go up fast depending upon the skill of your general contractor/project manager, who has to know the order in the which things get done and schedule the appropriate labor and materials for each task. The only way to keep labor costs reasonable is via a good preservation contractor who can think and work efficiently. Alas, not all of us have Bob Yapp as our general contractor. Your consolation is knowing that costs per square foot for new construction will also vary with the skill of the project manager.

Both the community at large and the environment will always come out ahead via historic preservation when compared with new redevelopment (Rypkema 2005). The use-life of a brand-new house today is about 27.5 years before it needs major work. The use-life of a rehabbed historic house

[15] Much of the following discussion has been adapted from a presentation given in August 2021 by Bob Yapp (Yapp 2021). Mr. Yapp is a Preservation Contractor and Historic Building Trades Instructor with over 100 projects under his belt. He is also a media personality and public speaker.

is 50-70 years before it needs major work. The labor of maintenance is far cheaper and longer lasting than replacing with inferior materials. The average amount spent on a given renovation project is $10,000. The average *cost* of new construction is $248,000.

By renovating as opposed to new construction, you will also see neighborhood revitalization rather than a newly imposed or diluted sense of place. While repairing or maintaining your property, you are providing green jobs making extant buildings more energy efficient. Because it is labor intensive, Historic Preservation can produce new jobs. You are taking advantage of existing civic infrastructure (sewer, electric, water, etc.). You are increasing the community tax base and surrounding property values. In a hypothetical comparison between a $1 million restoration and $1 million in new construction, all of the expense and reward statistics favor the restoration (unless you are the developer for new construction).

The Window Wars

The federal government is to blame for simultaneously offering economic incentives for replacing historic window sashes while promoting the renovation of existing historic windows. Somehow, the average person on the street has been taught that the only way to make old houses weathertight and energy efficient is by replacing the original windows. People have also been taught that replacement windows are cheaper than repairing or maintaining the original sashes. Both assumptions are wrong.

Based on sales of replacement windows, in 2020, *112 million* original window sashes went to the landfill. Glass is lousy for resisting thermal change; if you buy new double pane glass, you are paying for the air between the panes (the better insulator). As a rule of thumb, the labor for restoring window sashes is about $350 per window (for multi-window projects). This is competitive with window replacement, while retaining the original number of panes, the depth from the façade (called the window "reveal"), and the original size of the window openings. But the real advantage to keeping the originals is the material from which they were made. Keep a coat of paint on a 150-year-old wood window and it will last another 150 years. Replacement windows, whether built of modern wood or vinyl, have a life expectancy of less than 30 years, paint or no paint. **In fact, replacing any part of an historic home trades a more durable product in hand for a less durable product that you have to buy. Whenever possible, repair rather than replace.**

Some will argue that modern windows are better insulated that historic windows, and that the decision to replace the old windows is out of a sense of environmental responsibility (or just to cut heating costs). There is a difference between insulation value (the "R-value") and weatherproofing. An historic window can be made more weatherproof by inserting a rubber bead along the sides, and along the overlap and bottom of the sashes, while they are being renovated (Leeke 2014a & b). The R-value can best be increased by installing storm windows. Installing storm windows is also a good option where the owner wants to protect the original sashes from the elements, allowing for longer spans of time between repainting projects. Together with weatherproofed sashes, the historic windows will have a higher R-value than most modern windows, since there is more dead air between the sashes and the storm windows than one would find in double-paned replacement windows (Leeke 2014a & b). Which brings us to the issue of…

Myth: Historic Properties Compromise Sustainability

The argument that we should demolish and replace historic buildings with modern "sustainable" architecture is not in itself sustainable. For an historic property, all the pollution and labor and materials to build have already been generated years ago. The building continues to function without the investment (and pollution, carbon footprint and labor) of new construction. Throw it away, and that ***embodied energy*** has been wasted. Historic brick and stone buildings (as opposed to building in frame with brick or stone veneer) often have equivalent or higher R-values than the same sized modern frame structure. Older frame structures can be retrofit with modern insulation, in effect bringing them on par with modern construction.

We often hear of creaky old fuel-oil furnaces and sclerosis in the plumbing of older buildings, or remnant knob-and-tube wiring with exposed blade switches, or (worst of all), live gas lines in the walls from turn-of-the-last-century gas lighting fixtures. While these underlying systems may amuse fans of Steam Punk, in the wrong circumstances they can be dangerous. Unless the homeowner is planning a major renovation, it is best to schedule replacement as-needed or as-affordable. Commercial buildings need to be brought up to code by the new purchaser, a consideration in your purchasing decision. Historic preservation funding (such as the tax credits programs) can be used to pay for upgrading these systems; the plumbing, electricity and HVAC do not define the historic integrity of the building. There is no reason one could not install the motion detectors, timer-thermostats, web/phone accessible doorbell cameras and other devices to create a "smart home" from an historic house.[16] Depending on the age of your property, these systems may already have been updated several times. After all, most of us no longer heat with wood.

Modern frame construction often uses PVC/Vinyl siding and vinyl windows. These materials produce toxic out-

Sidebar: The Covington Academy of Heritage Trades

The City of Covington in Kenton County is organizing a preservation building trades school. The preliminary planning and implementation has been funded in part by Certified Local Government Program grants with City matching funds. In 2021, the City contracted with Place Economics to conduct an "Historic Trades Labor Analysis," which was completed in April, 2022, capped by a public lecture by Donovan Rypkema of Place Economics (Place Economics 2022).

The findings of the Place Economics study include the following statistics. Between 2013 and 2021, investments have topped $200 million dollars in Covington's local and NRHP Districts. Those same investments paid for 94 direct jobs annually, totaling $8.5 million in labor income. Nationwide, the building trades are facing a 2.2 million worker shortage over the next 3 years. In 2020 there were three times as many construction workers over the age of 55 compared to younger workers. Construction workers with preservation expertise are paid about 9 percent more than those without said skills. There are currently 222 construction businesses in the Northern Kentucky/Greater Cincinnati regions, with 13 specializing in preservation work, which together employ 160 workers (Covington alone needs 94 annually) (above from Place Economics 2022).

The KHC supports the effort to create the Covington Academy of Heritage Trades, in anticipation of future increases in the pool of trained preservation building professionals across the state.

[16] People new to historic homes are often amazed at how comfortable hot water radiator heating systems are in the winter. Think long & hard before replacing such a system!

gassing when they burn; it is the most common cause of death in a fire. Firemen are trained to wear oxygen tanks when fighting a burning plastic-sided building. Vinyl siding is illegal in most of Europe. Vinyl also requires more energy to make than wood clapboards. Good outdoor-grade wood clapboards can be ordered from your local lumber yard (shop local!). Be sure to specify outdoor grade (Yapp 2021).

Myth: Preservation Favors the Rich

Owning property is an aspiration for many, and once obtained it carries a whole bundle of new responsibilities not unlike marriage or parenthood. Friends who don't own property may not understand. If you are willing to accuse everyone who owns their own house of being rich, you are ignoring the financial circumstances of the majority of homeowners.

We live in a capitalist society, and property is a private asset. The Federal government does not want to give money away for people to add value to their private property. Instead, they are willing to give you a tax break proportional to the amount of money you personally invest in the value of your own historic property. You are demonstrating skin in the game by spending up front. On the flip side, taxes should never be wielded selectively as a punishment for undesirable behavior but applied equally on all for the good of all. But taxes can be *reduced* as a reward for desired behavior. This equation is one reason why "bricks and mortar" funding for private landowners is rather scarce on the ground, and when it is available, it is often tied to required matching funds, and the grant itself is a reimbursement after the project is complete. This does not negate the fact that property renovations represent a public good.

Some folks ask, "What good is a tax credit program if I don't make enough to owe taxes?" For the Kentucky state tax credit program, the state credit is fully refundable, so even an individual with no tax liability can use the program, have zero taxes deducted and receive a check for 100 percent of their allotted credit amount. There is still room for improving the funding model. For example, we may want to consider lowering the threshold of money spent up front before one is eligible for tax credits, perhaps based on an income threshold in distressed neighborhoods.

So, there is a valid argument to be made that Preservation favors those with some financial liquidity; savings set aside to fix up the house, or folks with a good credit record, or people with access to a revolving fund or a credit union. So, to improve your historic property, you either have a little surplus stashed away, or you are willing to take on a bit more debt. Many Americans are facing the "bootstrap" dilemma; "How do I pull myself up?" That doesn't sound rich to me. It sounds like most of the people you and I know.

There is a much stronger argument to be made that traditionally historic preservation has commemorated a mainstream historic narrative that did not acknowledge many parts of our society as a whole. We are in agreement and encourage a new era of commemoration for alternative historic narratives. We discuss this issue in greater detail below.

Myth: "It is Beyond Repair"

There are a couple of other misconceptions about historic properties that we need to clear up. One is the phrase, "beyond repair." This is not an objective, measurable standard. Some very important historic properties (such as the Benjamin Latrobe-designed Pope Villa in Lexington, or the

Cox Building in Maysville), can be open to the sky where the flames shot through and still not be deemed "beyond repair." The Cox Building has been restored post-fire; at the Pope Villa, restoration is ongoing.

"Beyond repair" can be misused as an excuse to knock something down that is in the way of someone's plans. It most often means that it would be more expensive to rehab than the landowner is willing to invest, particularly after years of deferred maintenance. The landowner's threshold may differ from the property's perceived value in the larger community, in which case the laws need to be flexible enough to allow for a negotiation or a lien.

Myth: Preservation Wastes Tax Money

The last myth we should address is a favorite of those with entirely different sensibilities, that Historic Preservation is a "Waste of Tax Money." Without attempting to convert them to our own views, it is worth taking a moment to explain that Tax Credits are a form of tax relief rather than an extra government expense, and all the money in the Historic Preservation Fund that partially underwrites our State Historic Preservation Offices and our Certified Local Government Grants, comes from the proceeds from offshore oil leases. There is little or no federal tax money supporting Historic Preservation. If your city has an Historic Preservation Officer or CLG staff person, they may be using tax money as per local ordinance. **But no explanation of preservation funding rebuts the underlying assumption that Preservation only consumes dollars, rather than actually growing local economies. Preservation is a successful form of economic development, with nearly sixty years of data available to back up that claim**.

THE UNDERREPRESENTED, THE CONTESTED, THE ALTERNATIVE AND THE POLITICALLY INCORRECT

We are challenged by the clear need to better survey, evaluate, commemorate and preserve properties associated with historically under-represented groups, whether ethnic groups, races, or groups self-identifying by gender or sexual orientation. The challenge goes by many names; Diversity, Alternative Historical Narratives, the Under-Represented, the Underclass, etc, arising out of a nationwide reexamination of history using critical theory, which has grown out of French literary criticism and a lot of pent-up anger and indignation expressed in our national discourse. The Ion Center for Violence Prevention in Northern Kentucky has a wonderfully sensitive way of expressing the dilemma many people face daily:

> "…with regard and reverence for the intersecting identities of economic status, race, gender identity, ability, religion, age, sexual orientation, primary language, country of origin, marital status, or military status, and for the different traumas that one's identities may carry" (TheIONcenter 2022).

You don't have to be a critical theorist to understand the dilemma. Most Historic Preservation as practiced up until recently has depended on either the property's architecture (Criterion C) to establish significance or depended upon the known fame of an historic person or event associated with

the property (Criteria A & B). While archaeology sites can lean on Criterion D (the probability to yield new information important to our history), in practice few other property types use Criterion D. So how do we identify or assess the significance of a property associated with a people defined (or self-identified) as outside of the mainstream narratives and therefore outside of commonly understood American History?
Practitioners of historic preservation have more or less taken this dilemma in stride by reviewing the Seven Aspects of Integrity:

- Integrity of Location,
- Integrity of Design,
- Integrity of Materials,
- Integrity of Workmanship,
- Integrity of Setting (not the same as location),
- Integrity of Association, and
- Integrity of Feeling.

Obviously, there is no way to examine every aspect of a property's possible integrity without conducting detailed historical research. For example, a property using Criterion A &/or B (people and events) depends on integrity of Association, Location, and Feeling. A strong enough historical association requires less of the physical integrity invoked for Criterion C, which usually rests (often tacitly) on Integrity of Design, Materials and Workmanship.

A property that can be documented as having served as a social nexus for a specific place and time (the local barbershop in a predominantly Black neighborhood, example) may be eligible under Criterion A—it was the physical space in which a social scene flourished. But what counts as a standard of evidence for the integrity of such a property? The standard language is that the resource must retain sufficient integrity to convey its significance, and among the seven aspects of Integrity, the Integrity of Association, Feeling and Setting are of equal weight with the more commonly invoked Integrity of Design, Workmanship and Materials. The resource's significance derives from the social scene, not from its architecture or physical condition. In fact, the place can look rather decrepit, and its significance may come as a shock to the local old guard preservation community, requiring thoughtful public interpretation and commemoration. ***This is our Challenge***.

Note in the paragraph above, the phrase "a social nexus for a specific place and time," when introducing our hypothetical barber shop. The elements of the phrase can be parsed as a theme, a specific range of time, and a specific place. In other words, in the process of studying the resource, we have created a Local Historic Context for the resource as a type. We can use the historic context to identify and define the significance for other barbershop properties. Depending on the time period, it may still be possible to conduct oral history interviews to make the case that the barbershop served as a neighborhood social center. Developing historic contexts and finding multiple sources of primary data are critical steps towards recovering lost history, or the history of a marginalized people.[17]

[17] Primary data include physical remains, eyewitness newspaper accounts, court records, diaries, photographs, or audio recordings. Primary data does not depend on second-hand information and is most trustworthy when recorded at the time of the events described.

We must also place much greater emphasis on pre-field archival investigations, as there is nothing inherent to the property, visible to a surveyor, that hints of who lived there or what happened there. The issue of documenting the under-represented may someday result in a greater blurring of the lines between property-based Historic Preservation as practiced at the SHPOs, and data-driven Archival Preservation, as practiced by (for example) the National Archives and the Kentucky Historical Society. It is not our place to make such a recommendation, but we may someday need to consider a National Register of Archival Collections, using Criteria A, B and D.

Because alternative histories are often histories of the historically marginalized, there is some built up resentment among its advocates, and some resistance from an old guard invested in a more traditional version of American History. The following terms have been collected from our survey responses:

- Community-based History
- Alternative History
- Difficult History
- Contested History
- Poverty versus Privilege
- Social Justice
- Institutional Racism
- White Privilege
- Privilege for the Rich
- Erasing History

These terms do not include the many self-identified names of specific under-represented groups. One respondent questioned the legitimacy of the entire Historic Preservation enterprise, or any current commemoration of a "false past," suggesting instead that we "Tear it all down."

ADDRESSING POVERTY

In a recent public meeting in the Eastern Mountains, a young mother stood up in the middle of a large preservation meeting and said that all of the proposed plans sounded wonderful, but in the here and now, she was afraid to walk along the sidewalks downtown, due to the litter of hypodermic needles, chained dogs, and aggressive squatters in derelict buildings. These are all symptoms of urban poverty and a kind of chronic hopelessness. If we continue to wave the flag that Historic Preservation is a form of Economic Development, then we have to look closely at how our work articulates with impoverished residents. In the discussion above, we addressed the persistent myth that Historic Preservation favors the rich. Now we have to make the case that preservation can favor the poor.

While it is possible that a local Main Street program or other community-based organization teamed with landowners can facilitate some street-level pedestrian enhancement projects a la Tactical Urbanism, these do not address poverty itself. At the heart of the matter, Historic Preservation traditionally deals with landowners, not tenants. There are at least two ways in which historic preservation can actually address local poverty; by creative workforce development, and by transitioning tenants into local property owners.

Elsewhere in this document, we discuss the growing need for both skilled preservation tradesmen and less skilled demolition salvage operators. Local preservation incentives result in net growth in income for local governments. Apply some of that new income to pay people living wages or for subsidizing training opportunities toward desired workforce skillsets. It is no coincidence that at Covington, Kentucky's new Heritage Trades Academy is sponsored in part by the city's Workforce Development department.

While workforce development is more relevant to the poor than property investment, keep in mind the current low desirability of blue-collar jobs (or any jobs during the recent "Great Resignation"), even high paying ones like plumbers and electricians. Any local or regional recruitment measures need to promote Pride in Craftsmanship, using murals and posters of heroic workers, in the idiom of Thomas Hart Benton or Diego Rivera, mashed up with a modern Graffiti/ Tagging cultural twist.

Local preservationists can also work to create more local property owners, by teaching the long-term value of home ownership within the district. By teaming with local community non-profits, it should be possible to find low-income financing, particularly for those graduating from a workforce development program. Housing that has been neglected but is still repairable can be marketed at low rates after a lien has been applied, as an alternative to automatic demolition.

To constructively intervene in the declining viability of an historic property owned by a relatively impoverished elderly person, have a competent preservation contractor ask for a reverse mortgage on the property. If the original owner is also an occupant, grant them life tenancy. In turn, the preservation contractor pledges to invest in the ongoing rehabilitation of the property. The property gets rehabbed, the owner has a place to stay, a modest boost in income and improved living conditions, while the contractor eventually owns a more valuable property to use or dispose as he wishes. Obviously, the contractor is risking a long delay in taking occupancy, so a vacant or rental property would be preferable, and the original owner is risking that the contractor accomplishes less than envisioned in fixing the place up. Both parties need to act in good faith.

"ERASING" HISTORY

One particularly polarized survey respondent was concerned by the current trend of, "Erasing history in the name of Social Justice." The respondent was against it, based on recent removals (as opposed to reinterpretations) of Confederate statues dating to the Jim Crow era. There is a Jacobin or even totalitarian vibe creeping into the national discussion, that is starting to frighten people who grew up believing in cultural pluralism and the First Amendment. But more to the point, the intolerance for surviving artifacts expressing politically incorrect beliefs robs the present and places a gag on any ongoing discourse with the past. Many of us still try to see the past through the eyes of the participants, which is hard enough for professional scholars, and has always been one of the goals of a good History teacher. History is full of hard lessons. We should not shield our gaze.

In closing our discussion on this difficult subject, we need to face a dilemma. As our maps of language use from Chapter 2 demonstrate, not all cultural resources are physical objects. Language, ritual behaviors and shared beliefs are difficult to capture using the traditional NRHP process, which is object-based and property-based. What (if any) resource types do we miss by insisting on physical objects and discrete properties? Is there another, more appropriate venue for the preservation of cultural behaviors and language that do not result in material objects? Does the scope of Historic Preservation stop, when there is no physical object or property to be preserved? These issues will develop over time, and we need to start thinking about them now.

REMAKING THE PROCESS: RETHINKING INSTITUTIONAL SUPPORT & WORKFLOW

The surveys provide an uncomfortable amount of feedback on the programs and processes administered at all levels of government. Some called for more laws, more strictly enforced, with stiffer punishments for violations. Others characterized the current processes as unfair, or poorly enforced, or too rigorously enforced, or too burdensome to begin with. Therefore, we do not expect complete agreement with the following.

FUNDING & FINANCIAL INCENTIVES

Private property is a private asset. But in recognition that privately rehabbing an historic property is effectively an investment in the entire neighborhood, the United States government and the Commonwealth of Kentucky and some local Kentucky governments are happy to provide tax incentive programs to landowners investing in their historic properties. There is room to grow these programs, particularly at the local level. Go back and reread the sidebar on the rate of returns the City of Hopkinsville is getting from its tax abatement programs (page 47). These kinds of programs are an opportunity for everyone.

RETHINKING PUBLIC CONTACT

The survey described difficulties working with local, state and federal governments, including delayed responses, or an unwillingness to accommodate project needs. Some cited problems with preservation project complexity or arcane or changed regulations and guidelines. There is a perception that local design review boards are unfair or inconsistent in their decision making. Many thought that protections in place were not being enforced by local officials, while others found the entire enterprise to be "onerous."

Several survey respondents pointed out that there has been a net loss over the past 20-plus years in funding and personnel for the Kentucky Heritage Council, our State Historic Preservation Office (to name one sample agency). Workloads, as counted in real-world projects administered, have increased during the same period. While we would all like a leaner government, the KHC is now doing more with less, and apparently the stress is starting to show.

But to some extent, funding and staffing issues miss the larger point. The public does not feel served, and that service is why we the Historic Preservation community are here. We need to reexamine our internal and external workflow and project processes, thinking as we go, "How can I simplify this? How can I be more responsive? How is this (project/grant/undertaking/review) perceived by the public? This is the flipside of our constant drumbeat to "educate" the public. What can we do differently to make this interaction more pleasant for all concerned? **How do we best express our respect for those who come to us? Part of that respect is not expecting a layperson to become an Historic Preservation "adept" for the sake of a single project.** Make all instructions simple and easy to understand. Minimize paperwork and simplify all instructional material while maintaining product standards. Use graphics as necessary to clarify every project process in lay terms from start to finish. Smile before picking up the phone, as your smile will be heard.

Perhaps the hardest part of these suggestions is asking for a shift of working postures, from embattled bureaucrat holding the line, upholding the Standards, to one of welcome and needs-based cooperation. At your workplace, be it local, state or federal, have you ever caught yourself sharing a laugh with your colleagues over some applicant's oversight? Can you sense the amusement of conflict-hardened veterans? Yeah, that has to stop! We are public servants and our job is to serve.

PREPARING FOR DISASTER

While the Commonwealth has already done a good job of placing Emergency Management personnel in every county, the preservation community at large has not interfaced with these personnel to ensure effective disaster planning and response for historic properties. This is a big opportunity for improvement in the near term.

Many of our survey respondents noted the vulnerability of resources like museum collections and historic documents. While not strictly real estate-based Historic Preservation, these kinds of issues can be addressed by local preservationists with the cooperation of both the KHC, the Kentucky Historical Society and local government.

The survey respondents recommended a program of ongoing survey and assessment as the first and foremost step towards disaster preparedness. This is a good fit with the Main Street, Certified Local Government, and Section 106 programs, although those programs are limited in geographic coverage and cannot be invoked as a solution for every county. Recording and photographing cultural resources (including oral histories) was a popular suggestion for disaster preparedness, followed by writing a local Disaster Plan. Both of these can be local initiatives, although the disaster plan should bring in County Emergency Management, and the ADD Districts could be helpful.

Practical-minded respondents suggested making low-cost property insurance available to historic property owners or creating local endowments for disaster recovery in historic districts or for local landmarks. Some suggested using public money to create disaster relief grants or low-interest loans. While the NPS/STLPG does have a disaster-recovery grant on the books, that particular grant has not been funded by the U.S. Congress, and no

funds are currently available for that grant. Note that most public disaster funding for historic properties (and tax credits & easements) presuppose that a given property has already been nominated to the NRHP. Such nominations may be a form of disaster preparedness in their own right.

Countywide zoning is a useful tool for preventing development on properties at high risk of floods and landslides. Unfortunately, about half of the counties in Kentucky's Eastern mountains do not have county-wide zoning (**Figure 3.6**). As the map demonstrates, there are many counties along the lower Ohio River Valley that also have resisted zoning ordinances. This lack is a health and welfare issue, that ensures unpredictable future expenses, and uncontrolled variables that will affect county and municipal budgets. Preservationists should be working with Emergency Management, ADD Districts and County Judge Executives to get Planning and Zoning into the Eastern Mountains.

Finally, the survey respondents supported writing disaster abatement measures into local codes. Obviously, this can take many forms, such as mandating deflection/runoff/wall structures in floodplains or specifying a particular capacity for storm drains. Local ordinances or codes should probably coordinate with FEMA in disaster prone areas, to ensure compliance with FEMA insurance standards.

CHAPTER 6: GOALS & OBJECTIVES WITH SAMPLE IMPLEMENTATION STRATEGIES

Kentucky is guided by five Historic Preservation Goals. Based on our Toolbox and our Survey Results presented in previous chapters, we suggest that the Commonwealth of Kentucky needs to keep and further implement these Goals*, albeit with very pointed objectives and strategies in mind in 2023 and moving forward*. This chapter is organized in outline form by Goals, the underlying Objectives for each goal, and proposed Strategies for each Objective. We propose a variety of sample implementation targets for each strategy, with quantifiable results for each. The following are intended as sample implementation strategies, not mandates for specific actions.

GOAL 1: PRESERVE KENTUCKY'S IRREPLACEABLE CULTURAL HERITAGE

A. Objective: Develop and mature a more *proactive stance* that anticipates patterns of suburban and industrial buildout and plans for growth.

Strategies:

i. Establish interagency collaboration in advance of immediate need, to account for our most vulnerable cultural resources and/or our most endangered high-probability areas.

The target is to grow the current series of agreement documents between agencies. For example, the SHPO and Webb Museum may collaborate on defining both the most sensitive resource types and the most sensitive high-probability landform contexts for unidentified archaeological sites. These data are then combined with simple geographic projections of economic and residential growth by county (such as those presented in Appendix D), along with known industrial development pressures. Local Industrial Development Authorities and Area Development Districts can assist with these tasks.

We are NOT proposing a program of sophisticated predictive modelling. We are using common sense, known inventory data, and future growth projections to define an overlay of vulnerable geographic areas. For example, we already know that Ohio River bottomlands are culturally sensitive. If bottomland development is likely (as for Ohio River Ports), then State and local Port Authorities become obvious targets for future agreement documents, in cooperation with the State and Federal agencies overseeing the Ports. Agreement documents facilitate a streamlined Section 106 process and timetable, favoring creative mitigation measures. *In practice, adding even one of these agreement documents in the next five years will be considered a win*, *if it establishes and/or maintains an ongoing process of interagency collaboration*.

ii. Write more Local Preservation Plans. This is an obvious strategy for any shift from reactive to proactive historic preservation. Because Preservation Planning is going to come up more than once as a target of the next five years, we will limit the current discussion to proposing that *at least five new preservation plans are written in the Commonwealth in the next five years*. While the existing toolbox's CLG grant program can underwrite preservation plans in CLG cities, we need to promote preservation planning beyond the CLG program. The KHC

can assist by sharing both a general template for what should go into a preservation plan, and by distributing good examples of existing preservation plans.

iii. **Anticipate the buildout of specific industries and negotiate industry-wide protocols for cultural resource management.** As one example, State agencies in Kentucky may want to work with the Federal Energy Regulatory Commission to develop a standardized process for permitting commercial wind and solar power production facilities within the Commonwealth, using Section 106 as a starting point, with two models for possible streamlining, to include underwriting the cost of dedicated agency reviewers (as per the KYTC) and creating flexible field scope standards as per current cell tower agreements. Since most of the development pressure for these facilities will occur in rural areas, any new process should include a special effort to obtain public input, and should take into account the need to record rural landscapes, barns and outbuildings, and other landscape features. *Again, getting a model agreement in place in the next five years that establishes a precedent for additional agreements will be considered a win*.

B. Objective: Preserve and Protect cultural resources in the long term.

Strategies:

i. **Identify and promote economic incentives programs and model ordinances that together reward timely property maintenance and punish demolition by neglect.** Since this is ultimately a local issue, federal and state agencies can best assist by providing training/educational materials, best practices for the necessary legal language, and examples of successful programs (like Hopkinsville). *Seeing the spread of Hopkinsville's model incentives programs (or others like it) to other cities will be considered a win*.

ii. **Extend legal protections for historic properties.** In practice this means supporting the expansion of the Tax Incentives Program and the CLG model for local districts exercising Design Review, both of which result in legally protected properties. Local preservation ordinances should include language allowing for designation of local landmarks independent of local district designation.

A sampling of implementation options includes:

- Encouraging the adaptive reuse of barns and other rural outbuildings via tax credits,
- Defining ideal neighborhood density in anticipation of the coming onslaught of large-scale urban tax credit projects repurposing public buildings/commercial buildings to residential, and
- Attaching owner-occupancy to the terms of any local incentives programs, if that is a widely shared community value.

Facilitating the adoption of the above strategies will be considered a win.

Zoning is a powerful tool for local city and county governments as a residential amenity, and as a tool to encourage preservation and discourage construction in disaster-prone areas. Local preservationists should team with emergency management personnel and the ADD districts to implement zoning wherever it is absent. *Additional zoning ordinances that include Historic Preservation and Disaster safeguards will be a win*.

iii. **Write Local Preservation Plans.** Combine a program of ongoing survey, designation and community input to define what contributes to the local sense of place. Preservation Planning should result in the protection and enhancement of those resources that define a sense of local continuity with the past. As noted above, CLG grants can be used to fund the creation of a preservation plan. It is then up to the local governing authorities to implement the plan once in place. *The implementation of new, thoughtfully written preservation plans in the Commonwealth in the next five years will be considered a win.*

iv. **Protect rural landscapes.** Protecting rural landscapes and resisting sprawl are two sides of the same coin. A sampling of implementation options includes:

- Refusing to measure progress by new housing starts, instead
- Developing a local program to grow the local tax base with historic property enhancements driven by local economic incentives.
- Redirect unsympathetic development away from historic districts,
- Require larger new developments to include public amenities like parks, and commercial services storefronts, and ask the developer to pay for the expansion of civic infrastructure,
- Plan for a future decline in automobile usage with pedestrian/bicycle enhancements such as greenspaces, pocket parks and connectivity corridors,
- Define ideal population densities by zoning and create "accessory dwelling unit" policies for addressing future proposals to increase density by subdividing historic properties into apartments,
- Create policies to take some of the development pressure off of suburban build-out "sprawl" into farmlands. For example, relax single-use zoning in suburbs to allow for commercial and civic services and parks,
- Transform extant developments into "Walking Suburbs."

That's about eight ideas, the implementation of any one of which will be considered a win.

C. **Objective: Conduct Research, Survey, Designation and Interpretation to account for known gaps in our knowledge.**
Strategies:

i. **Clean, Analyze and Share the Statewide Inventory.** We have little or no precedent for analyzing the Inventory looking for gaps in our knowledge; we do not know what we do not know. Data used in this Plan demonstrate by example that it is easy to correlate State Inventory data to historic research on the routes/ vectors of in-migration of early settlers in Kentucky, by cultural landscape. This is but one simple example.

Cleaning the data for statistical comparability and geographic accuracy must be undertaken at the KHC agency/Webb Museum level, as both an urgent project and an ongoing responsibility. As this is a nationwide issue, it is not unreasonable to expect some future federal funding to assist, and federal guidelines to coordinate a multi-state effort. Using the federal guidance already in place at the Cultural Resource

GIS Facility of the National Park Service, in the next five years we need to negotiate shared geodatabase formatting and find ways for both the KHC and the Webb to better share their data with the public. *The first step is to form a committee with representatives from both institutions, with a brief to make recommendations for implementation*.

ii. **Identify surviving above ground evidence for the proto-historic and historic Native American presence in Kentucky.** For example, it should be possible to survey and designate the routes of long-distance Native American Trails in Kentucky and provide public interpretation, particularly within the Daniel Boone National Forest and other public lands. *The historic preservation and regional economic development communities of the Eastern Mountains can develop a driving tour as an initial step in a long-term effort to protect and interpret a trail right-of-way*.

iii. **Develop local Historic Contexts to capture under-represented historic narratives and to define associated resource types.** This effort is a good fit with the CLG Program Grant Project funds already in the toolbox but needs to be consistently applied as a research priority. *Targeted CLG Grants resulting in new Historic Contexts will be considered a win*.

iv. **Build & maintain a statewide cemetery inventory.** The KHC may need to assist with GIS mapping, while the Kentucky Historical Society remains in the driver's seat for maintaining the inventory. Trying to conduct county-wide fieldwork is a poor fit with current the CLG program grants, with the exception of those local CLGs hosted at the county level rather than within city limits. *Putting together an interagency task force to study how we can work together would be a natural first step*.

GOAL 2: MAKE PRESERVATION ACCESSIBLE

A. **Objective: Provide better public service at the local, state and federal levels for those engaged in preservation projects.**

Strategies:

i. **Make compliance easier by reexamining and simplifying every point of public contact**, including clarifying every public process from start to finish and minimizing the steps. Review, edit, shorten and simplify every document a member of the public needs in order to complete a project, including all regulations, design review guidelines, program handbooks, standardized report formats, inventory forms, instructions and websites. Note that we want to maintain the same standards of performance while making them easier to achieve. Announce the above refinements to stakeholders well in advance of enforcement.

Rewriting KHC program handbooks, instructions for reporting, and inventory form instructions within the next five years makes a good state agency goal. At the local level, reexamining the applications for certificates of appropriateness and Design Review Guidelines will have the greatest effect in the shortest time.

ii. **Streamline daily in-house workflow & review processes contributing to agency and local staff workload.** As in any office environment, reexamining workflow is a divisive issue best addressed at the management level, after having polled the workplace for perceived bottlenecks or areas of suboptimal performance. This is a "disrupter" strategy and is inherently difficult. The more difficult it is, the more it needed to happen. *Winning means identifying and ameliorating specific bottlenecks in institutional workflow at both the state and local levels.*

iii. **Encourage and train a workplace attitude of public service.** Invest some work hours training staff in the soft skills of public service and negotiation. The training should be mandatory. Set and enforce agency response times for public inquiries. *Training for and enforcing an attitude of public service will be considered a win.*

iv. **Make all design review processes and decisions transparent**. Teach consistent decision-making procedures for local design review boards. Rewrite the Design Review Guidelines so that a layperson can know and understand the defining elements of their property, using more pictures than words. *A win in this case would include simplified Design Review Guidelines and positive public feedback on the effort.*

B. Objective: Make the State Historic Resource Inventory a public resource for research and education.

Strategies:

i. This is the same action as proposed in Goal 1.C.i. **Clean the electronic state survey records for geographic accuracy and large-scale comparability across architectural types and styles, materials, and construction techniques.** Data cleaning is a long-term investment in future rewards, that may or may not be completed in five years. *A win would include cleaning legacy inventory files for x number of years of inventory data*. Agency personnel will need to define the target x.

ii. **Incomplete records, particularly the state's "Coded Properties" need to be "ground-truthed."** A windshield survey level of effort may be sufficient, given landowner consent for recording isolated rural properties. The effort may require a cooperative effort between local governments and the SHPO. A creative social media project analogous to the sport of "geocaching" could provide locations and reward photographs of given coded properties, while drawing in a younger constituency. *Getting such an effort off the ground in even one county would be considered a win*.

iii. **Work towards interagency GIS database compatibility, particularly between the KHC and Webb Museum's Inventories.** This will require personnel knowledgeable in devising geodatabases and migrating data but is essential to any future attempt to jointly analyze "above ground" and "below ground" state inventories. *See proposed implementation for Goal 1.C.i. Providing cultural resource layers to city and county planners and the ADD Districts will be considered a win*.

iv. **Join or create a community of practitioners responsible for Cultural Resource GIS statewide.** Place early results of analysis onto websites as "storybooks" or in other publicly accessible formats. *Providing cultural resource layers to city and county planners and the ADD Districts will be considered a win*.

v. **Develop protocols for sharing the Inventory while protecting the integrity of the data.** Since some GIS operations can permanently alter the data, industry-standard data protections need to be in place. This may require ranked levels of access based on analytical needs, geodatabase "versioning," or both in combination. *Providing cultural resource layers to city and county planners and the ADD Districts will be considered a win*.

vi. **For a future nationwide effort at cultural resource inventory data interoperability, federal guidance for best practices may be required**. *We need better coordination with the NPS Cultural Resource GIS Facility, resulting in compatible geodatabase structures*.

C. **Objective: Raise the public profile of Historic Preservation statewide**

Strategies:

i. **Identify, quantify, publish and teach regional architectural variation based on the State Inventory.** This does not have to be complicated. For example, there are several software packages on the market that can turn a photo of a building into a line drawing, to be used in coloring books. Annotate the line drawings to draw attention to the dominant architectural styles and their defining elements. Make a statewide coloring book contest with the above requirements. Another idea is to host a statewide architectural design competition for region-specific sympathetic infill for local historic districts. Competition categories could include commercial and residential infill designs. Successful entries would be required to pass local design review. *The products will be ready public access to fun educational materials and an array of vetted options for sympathetic infill in historic districts. One or the other will be considered a win.*

ii. **Reinstitute an annual State Historic Preservation Conference.** Showcase the newly funded Tax Credit program, Main Street and CLG programs, along with any relevant Section 106 mitigations/avoidance projects. Attract presenters from around the state to showcase local success stories. Strengthen/support/network with non-profit historic preservation organizations at state and local levels. *The result is an annual conference, and a more cohesive preservation community.*

iii. **Encourage cities and state agencies to frequently publish current preservation successes and scholarly research**. CLG Grant funds are available to offset the costs. *Such publications will be considered a win.*

iv. **Place studies and sources for the economic benefits of Historic Preservation at the fingertips of everyone involved in Historic Preservation**. This is a job for professional public relations people at the state level. The presentations (which can share content across different media) need to be on a regular schedule consistently applied. *Create a dedicated full-time position in Public Relations and execute.*

v. **Increase the investment of local city administrators, commissioners, and elected officials in preservation planning goals**. *Create an Agency Speakers Bureau* with lecture series on demand, and work with the Kentucky League of Cities to get the word out in as many forms as possible. Anticipate the urge to compromise or ignore protections already in place in the face of cash on the table for new construction.

Acknowledge increased housing demand; find ways to leverage historic downtown residential space, using performance-based fire ratings in Building Codes and when assessing proposed variances for historic properties. Develop local incentives for rehabilitation projects. Support your existing (or adopt a new), Main Street and/or CLG program. *Increased agency educational outreach is a measurable goal.*

vi. **Create project-based opportunities to team multiple government agencies within the Commonwealth**. For example, work with County Extension Offices on rural landscapes, or work with the Kentucky League of Cities on targeting local officials and administrators, or target Area Development Districts and the Offices of County Judge Executives for assistance with creating planning documents. *Project-based interagency cooperation is quantifiable progress.*

GOAL 3: EXPAND THE AUDIENCE AND THE MESSAGE

A. **Objective: Widen the Historic Preservation Aperture/Depth of Field to Include the Historically or Geographically Underrepresented**
Strategies:

i. **Fund or otherwise support Community-based History Projects for resources associated with difficult/ contested historical narratives or associated with historically under-represented groups, whether ethnic groups, races, or groups self-identifying by gender or sexual orientation**. In the short term, this can be implemented through CLG Grants. In the long term, it represents a shift in emphasis all the way from the NPS and SHPO down to local researchers. Promote Local Historic Context studies & Oral Histories. This initiative will require a shift in Criterion of Significance & therefore a shift in Aspects of Integrity used to evaluate a given property. At the federal level, this ongoing conversation may lead to reassessing or refining our current Criteria of Significance. We should build on Kentucky's record as the first state in the nation to develop a statewide LGBTQ historic context, which used an Under-Represented Communities grant from the NPS. *New historic contexts for the above will be considered a win*.

ii. **Increase diversity and inclusion among Preservation practitioners**. Motivate participation in local community non-profits and voluntary boards and promote Preservation Education. Bring community memory-keepers to the table and invite them to stay. *At the local level, this can be implemented through increased participation in non-profits and design review boards. Statewide, we need to send speakers to academic historic preservation departments and college recruiters.*

iii. **Identify potential funding sources for bricks and mortar preservation efforts by and for economically marginal populations**. Identify low-income financing options, credit unions, lending pools, and neighborhood revolving funds. Bring in local community leaders to assist in making the case. Leverage the Kentucky tax credit program as available for those without tax liability. *Any one of these ideas, implemented by any city in the Commonwealth, will be considered a win.*

iv. **Use the analysis of our current Historic Resource Inventory to target for survey any underrepresented Regions or Counties of the Commonwealth.** This strategy is intended to identify gaps in our geographic coverage and remedy those gaps whenever and wherever possible. *Adding inventory data to blank spaces on the map will be considered a win.*

B. Objective: Attract & Inspire a Younger Support Base.

Strategies:

i. **Create grade-specific K-12 educational opportunities**. Create/Sponsor the creation of an Historic Architecture Coloring Book aimed at the 4th grade. Rotate Mr./Ms. Muddle demonstration kiosks through school districts for 7th Graders. Develop High School Vocational School milling profiles for historic structures. Use historic pattern books like Biddle and Lefevre—the schools could sell the results within local historic districts (Biddle 1805; LeFevre 1833). Try to create a path to the Preservation Trades within existing curricula. *The development and adoption of any one of the above implementation strategies throughout a school district will be considered a win*.

C. Objective: Teach the Advantages and Ethics of Rehabilitation and Preservation

Strategies:

i. **Promote historic building trades schools.** *This is an ongoing commitment at the state and local level*.

ii. **Create image-rich guides to architectural styles and defining elements and distribute within NRHP and local historic districts.** This fits with 3.D.iii, presented below, and 3Bi, presented above. *The development and deployment of such a guide is considered a win. The result will be approachable public access to the nuts and bolts of preservation standards*.

iii. **Develop simple sample curricula for multiple Historic Preservation subjects, for use in local community colleges and/or museums, and for CLG/Main Street Training, and post to the KHC website for public access**.

- Teach the husbandry/curation of property ownership & the responsibility to maintain the integrity of the neighborhood or landscape,
- Teach enough Architectural History for students to see the world with new eyes.
- Feed the increased perception of Sense of Place with hard data on the defining elements of the local built environment.
- Open the Inventory to the public.
- Identify and teach regional architectural variation.
- Teach how to conduct local deed research.
- Teach the economics of hands-on property rehabilitation.
- Teach economic development as a product of Historic Preservation.
- Teach historic research strategies for capturing alternative historic narratives.
- Teach current Historic Preservation programs and practices.

This implementation strategy calls for both education and public relations skillsets deployed at agency level. *Developing and deploying these ideas to the agency website will be considered a win*.

D. Objective: Spread our message beyond the population that shows up at public meetings.

Strategy:

i. **Team with a university Historic Preservation Program to jointly sponsor a "fix it" mass-media program to counter the mindless "gut it and flip it" shows**. The presentations should teach defining elements of building ***interiors*** and exteriors, including proportion and millwork by time period/style and why they are important. The presentations should emphasize the sound economic sense of repairing historic materials as opposed to removing and replacing them. Invite guests from target demographics to the program, including city officials and administrators (particularly but not solely planners and codes professionals), developers, realtors, potential tax credit investors, and other historic property landowners. Brand the Program by name and logo and develop handouts/ flyers on economics/sustainability of historic preservation leveraging the brand, posting on social media daily.

The above proposal as written is a massive undertaking and may not be possible in the next five years. *However, some kind of mass-media program should be possible and should be considered as critical to agency public outreach*.

Sidebar
Revive the KHC-sponsored
State Historic Preservation Conference

Some years ago, the KHC used to sponsor an annual State Historic Preservation Conference. Reinstituting the annual conference as an ongoing agency-wide commitment would raise the visibility of both the agency and the historic preservation movement within the Commonwealth. The organizers could showcase the newly funded State Tax Credit program, the Main Street Program and the Certified Local Governments active in the Commonwealth, along with relevant Section 106 mitigations/avoidance projects, and could attract presenters from around the state to showcase local success stories.

ii. **Find opportunities for the Public Interpretation of Archaeological Sites and Native/ Ancestral American Lifeways**. In addition to trails, tours and living history events, we need to generate more online 3-D reconstructions to post on websites and social media. We need to do a better job of portraying Native American societies, not just prehistoric material culture. *This kind of educational outreach requires dedicated staff time and computer skills. Launching such an online exhibit will be considered a win.*

iii. **Generate Simple, Graphics-Intensive Standardized Formats for Teaching Historic Preservation at the Local Level.** Organize Statewide or Regionwide competitions in Graphic Display of Architectural Features that define prevalent styles. Sponsor a Statewide or Regionwide competition in sympathetic infill design for a range of neighborhood architectural traditions. Schools of Architecture can compete by department. Rewrite design review guidelines with graphic designers co-leading the project. Ask ourselves, "What defines my neighborhood/ hometown/county/region?" Encourage the adoption/ adaptation of simple introductory products for use in School Materials, Design Review

Guidelines, Landowner information packets and other media for public outreach. This fits with 3.C.ii, presented and 3Bi, presented above. *The development and deployment of said outreach materials is considered a win. The result will be approachable public access to the nuts and bolts of preservation standards*.

GOAL 4: FOCUS ON LOCAL COMMUNITIES

A. Objective: Promote the Local Economic Benefits of Historic Preservation
Strategy:

i. **Generate Brochures and electronic presentations on local Economic Impact of Historic Preservation, using Kentucky examples.** Target Local Government officials, administrators and boards. Also target Realtors, local Business Leaders, Downtown non-profits and service organizations. Hopkinsville has done a great job on capturing the metrics of economic impact; we need to *learn from and expand these data for statewide distribution*.

B. Objective: Make local Historic Preservation Efforts Self-Sustaining
Strategy:

i. **Create a network of interests that together generate Self-Sustaining Support for Historic Preservation at the Local Level.** Begin with local non-profits, and grow support within local service groups, Main Street and/or shopkeeper's associations, and local administrators and officials. Ask existing stakeholders what they need in order to create such a network. Start with an agency speaker's bureau but seek local commitment and interaction. Ask the state for printed materials and other media stressing advantages of Historic Preservation. All subsequent efforts to be based on local needs. *Fostering the greater preservation participation of historic-interest non-profits in a single city will be considered a win.*

C. Objective: Reexamine Local Codes & Ordinances to Assist the Preservation Effort
Strategies:

i. **Make it easier for landowners and landlords to maintain their properties.** Create an interrelated package of economic incentives for property repairs and rehabilitation, and punishments/ fines for explicit signs of deferred maintenance and neglect. For example, implement a schedule of rental property inspections and fines for landlord neglect. Local economic incentives can favor/promote owner-occupied properties but should make it easy for absentee landowners to participate. *Devote staff time or an entire staff position to assisting applicants in completing the documentation necessary for a variety of Historic Preservation projects, including Tax Incentives and NRHP nominations*.

ii. **Leave room in local ordinances for the designation of local landmarks outside of any local overlay district**. Negotiate for preservation easements on critical resources. The ordinance can include language to prevent subdividing historic houses if that is the local will as embodied in the Preservation Plan or Zoning. *Three or more such amended ordinances will be considered a win*.

iii. **Review and refine the enforcement of existing codes while ordinance review is underway**. Once a lien is in place, create policies to avoid automatic demolition and encourage creative reuse. Revisit fire resistance standards in local Codes and promote upstairs residential use for historic storefronts. *Start a process of local design review meetings with codes officials and other city administrators to address the above. We can start with the CLG cities.*

iv. **In CLG cities, train Codes Enforcement personnel in the workings of Design Review** and encourage follow-up inspections after Certificates of Appropriateness have been awarded and projects are underway. Have daily fines in place if landowners ignore Design Review. *Start a process of local design review meetings with codes officials and other city administrators to address the above.*

v. **Support architectural salvage programs while resisting demolition.** This can work within an existing workforce development program or as a stand-alone initiative. It also provides landowners of historic properties with period-correct materials for repairs and renovations. *Implementation of a city-wide architectural salvage program will be considered a win.*

D. Objective: Leverage the Existing Toolbox for Rehabilitating Historic Properties

Strategies:

i. **Use the federal and state tax credit programs to provide real monetary incentives for more rehabilitation projects, more adaptive reuse, fewer demolitions, revitalized downtowns, and a secure sense of place.** A package of local economic incentives (as per the Hopkinsville sidebar on page 47) provides the same advantages as the state and federal programs and increases the local tax base without new development. A good incentives package should maintain a relatively low threshold amount of owner investment to qualify. A good incentives package should offer reimbursement to those without tax liability (in other words, make the tax credits transferrable or directly reimburse), and should reach out to teach regional lenders about the program. Local programs should tie eligibility to prior listing on the NRHP. *One additional city adopting all or parts of the Hopkinsville model will be considered a win.*

ii. **Encourage the use of state program tools (Main Street, CLGs, and NRHP) to implement the above.** *Expand State & Local Main Street Programs both geographically and financially with one or more additional cities for each program*. Leverage the Main Street Program to:
   - Strengthen local downtown businesses already in place,
   - Refine local pedestrian amenities,
   - Promote Heritage Tourism and public events and
   - Improve blighted conditions by increasing jobs and property values.

   Expand the geographic coverage of the Certified Local Government program to new cities and deepen local commitment to the CLG Program. Use grants to fund ongoing programs of Survey, Designation, Commemoration and Protection. Consider state-level grant funding to give every CLG city a group NAPC membership.

iii. **Promote Preservation Building Trades and develop a network of Preservation Contractors.** *The successful launch of a new preservation building trades school in the Commonwealth will be considered a win.*

GOAL 5: LINK TO SUSTAINABILITY

A. **Objective: Teach that Historic Preservation is a form of Sustainability**
Strategies:

i. **This is the same Strategy proposed for Goal 3.D.i, with slightly different pedagogical targets. Team the KHC with another state-level entity such as a university Historic Preservation Program to jointly sponsor or produce a mass-media "fix it" program to counter the mindless "gut it and flip it" shows.**

- Teach the long-term economic and environmental value of maintaining and repairing original materials instead of removing and replacing with less durable or less original products.
- Teach that the current craze for replacing historic windows in the name of environmental responsibility is a false flag, advertising the opposite of what it actually accomplishes.
- Teach that historic structures can be weatherproofed and insulated to a modern standard at costs competitive to or beating modern construction.
- Teach the concept of *embodied energy*.
- Teach how to read the generation by generation layering of alterations typical of an old property.
- Teach the Secretary of the Interior's Standards for Rehabilitation.
- Teach the Circular Economy: When demolition of an historic structure is unavoidable, many of the construction materials (particularly mantles, windows, doors, millwork, old-growth lumber, logs, and old brick) can be recycled into other structures. All that is required is careful demolition and a clearinghouse for architectural salvage. As part of a wider cultural trend favoring sustainability, recycling historic building materials has found advocates all over the country.
- Teach that Historic Preservation projects use more labor than materials, creating jobs.
- Teach that Historic Preservation is a form of economic development, revitalizing old neighborhoods and downtowns for the next generation.
- Teach that built environments, whether buildings or streetscapes or rural landscapes are specific to a region and a time-period, and once gone cannot be replaced.
- Teach the ongoing conservation of the built environment as a multi-generational mission.

The development and execution of a mass-media public program will be considered a win.

B. Objective: Articulate Community Economic Development with the Long-Term needs of the Impoverished.
Strategy:

i. **Cities can invest the proceeds of local Tax Incentives into Workforce Development**, providing opportunities for inexpensive first-time landownership.

ii. **Cities and ADD Districts can treat the need for labor in both the Preservation Trades and Architectural Salvage as workforce development projects**. ***A regionwide "Pride in Work" campaign can support both programs*.**

iii. **Local preservationists should identify low-cost financing options for low-income first-time homeowners**, particularly those in a workforce development program. Local governments can encourage purchasing properties for which the city holds a lien, as fix-up properties with a selection of property tax abatements. *One city implementing these policies will be considered a win.*

C. Objective: Minimize the threat Disasters pose to the cultural resource base.
Strategies:

i. **Promote local and state disaster planning and mitigation**. Write disaster abatement measures into local codes. Write a state-level disaster response checklist advisory for local cultural resources. Post Disaster Preparedness and Recovery strategies on agency websites, and fund CLG grants to prepare planning documents.

ii. **Prioritize survey and assessment in disaster-prone counties, including photographic and oral history recording.**

iii. **Local preservationists should participate in pre-disaster response planning**, coordinated through the County Emergency Management office. *This can be implemented by both City staff and local non-profit volunteers*.

iv. **Find disaster response funding for post-disaster repairs**. *Create or identify Local Endowments and/or region-wide low-cost insurance for Disaster Rebuild/Repair. Create or identify State-level public funding for disaster relief grants or low-interest loans*.

v. **Pre-disaster property nominations to the National Register facilitates post-disaster triage.**

POSTSCRIPT

> "We remained at the same place twelve days. I could not be removed sooner without the danger of instant death. At length I was carried in a litter between two horses, twelve miles to the Kentucky River, where we made a station, and called it Boonesborough, situated in a plain on the south side of the river, wherein was a lick with two sulfur springs.... On entering the plain we were permitted to view a very interesting and romantic sight. A number of buffaloes, of all sizes, supposed to be between two and three hundred, made off from the lick in every direction; some running, some walking, others loping slowly and carelessly, with young calves playing, skipping and bounding through the plain. Such a sight some of us never saw before, nor perhaps ever may again."
>
> Felix Walker, the Spring of 1775, Boonesborough (Clark 1956).

Felix Walker's buffalo herds did not survive the nineteenth century, and are now found mostly in protected parks and ranches, their numbers still obscenely small when compared to what was. We need to act now in a coordinated and sustained manner, if we are to avoid the growing number of "petting zoos" for historic buildings, assembled on some convenient site without landscape or chronological context.

Our shared past is codified in what our ancestors built, sometimes forgotten in archaeological sites, sometimes remembered in downtowns and residential districts and rural landscapes across the Commonwealth. If we want to both keep these resources, and grow at the same time, we need a long-term commitment to Historic Preservation, tools in hand.

Kentucky's future is coming as we speak. Saddle up.

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APPENDIX B: AGENCY CORRESPONDENCE

ANDY BESHEAR
GOVERNOR

JACQUELINE COLEMAN
LT. GOVERNOR

TOURISM, ARTS AND HERITAGE CABINET
KENTUCKY HERITAGE COUNCIL
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FRANKFORT, KENTUCKY 40601
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MICHAEL E. BERRY
SECRETARY

CRAIG A. POTTS
EXECUTIVE DIRECTOR &
STATE HISTORIC PRESERVATION OFFICER

August 18, 2021

David M. Banks
Acting Preservation Planner
State, Tribal, Local, Plans & Grants Division
National Park Service (2256)
1849 C Street, NW
Washington, DC 20240

RE: Request for Extension on Statewide Historic Preservation Plan – Kentucky Heritage Council, State Historic Preservation Office

Dear Mr. Banks,

As you are aware, The Kentucky Heritage Council (SHPO) has been working with you and other National Park Service personnel over the past several months to address unforeseen challenges we have faced concerning the development of our federally mandated 2022-2027 statewide historic preservation plan. In addition to Covid-19 related restrictions that made coordination difficult, our agency also lost our long-time Preservation Planner and CLG Coordinator who took a position with the City of Frankfort.

The original deadline for submission of our statewide historic preservation plan is December 31, 2021. Our new Preservation Planner and CLG Coordinator (Orloff Miller) is making good progress once again but additional time is needed to produce the best plan possible. We therefore request a one-year extension for the completion of this work. Please know that we are working diligently on this and are confident that the document will be completed in advance of the extension's deadline if approved.

Thank you for your consideration of this request. If you have any questions, please do not hesitate to contact me at 502-330-8362 or at craig.potts@ky.gov.

Sincerely,

Craig A. Potts
Executive Director and
State Historic Preservation Officer

United States Department of the Interior
NATIONAL PARK SERVICE
1849 C Street, NW
Washington, DC 20240

H32(2256)

August 18, 2021

Craig Potts
Executive Director and
State Historic Preservation Officer
Kentucky Heritage Council
410 Hight Street
Frankfort, Kentucky 40601

Dear Mr. Potts,

On August 18, 2021 the National Park Service (NPS) received your email requesting extending the planning cycle of the Kentucky Heritage Council's statewide historic preservation plan titled, *A Map Made of Memory: Kentucky's State Historic Preservation Plan, 2017-2021* through to December 31, 2022. The National Park Service (NPS) approved said plan in December 2016; documenting that the plan met the requirements for statewide historic preservation planning as outlined in 54 U.S.C. 302303 (commonly referred to as Section 101(b)(3)(C) of the National Historic Preservation Act, as Amended) and Chapter 6, Section G of the *Historic Preservation Fund Grants Manual*.

We concur that an extension is necessary. An extension will allow your office the time needed to finalize the updated and revised statewide historic preservation plan it is now preparing. We will retain the current State Plan's NPS-approved status to December 31, 2022.

Please send the final draft to the State, Tribal, Local, Plans and Grants Division, for formal NPS review and approval by November 15, 2022. This will allow us to complete our review in a timely manner and address any final considerations by December 31, 2022.

I appreciate your letting us know of your situation and hope the plan revision process proceeds smoothly. Please let me know if you have any questions about the NPS review process. I can be reached by email at david_banks@nps.gov or by telephone at 202-354-6968.

Sincerely,

David M. Banks
Acting Program Manager
Historic Preservation Planning Program
State, Tribal, Local, Plans & Grants

cc: Seth Tinkham, Grant Management Specialist, State, Tribal, Local, Plans & Grants

APPENDIX C: SURVEY CONTACTS

Links to the survey targeting historic preservationists were sent to the following people and organizations:

- Kentucky Heritage Council Personnel,
- Kentucky Heritage Council Members,
- The Webb Museum/Office of the State Archaeologist Staff and Faculty,
- Certified Local Government Staff and Boards,
- Main Street administrators,
- Faculty of Programs in Historic Preservation, Architectural History and Archaeology,
- Transportation Cabinet Planning & 106 Review Staff,
- The Kentucky Organization of Professional Archaeologists,
- A sampling of Planning & Zoning Offices,
- All Area Development District Offices, Planners and Emergency Management staff,
- KHC Above-Ground Consultant's list (n =25),
- KHC Archaeological Consultant's list (n=25, overlap),
- The Kentucky Museums and Heritage Alliance,
- The Kentucky Historical Society,
- The Kentucky Chamber of Commerce,
- The Kentucky County Judge Executive Association,
- The Kentucky Organization of Professional Archaeologists,
- The Bluegrass Trust for Historic Preservation,
- Bluegrass Tomorrow,
- The Franklin County Trust,
- Bowling Green Warren Co Preservation,
- Kentucky Trust for Historic Preservation,
- The Kentucky Chapter of the American Planning Association,
- KY Cabinet for Economic Development,
- The Tourism, Arts and Heritage Cabinet, State of Kentucky,
- Kentucky Association for Economic Development,
- Kentucky Association of Counties,
- Kentucky League of Cities,
- Kentucky's Colleges and University folklife studies/ Anthropology Departments, etc.:
    - Western Kentucky University Folklore & Anthropology,
    - Western Kentucky University History,
    - University of Kentucky Anthropology,

    - University of Kentucky History,
    - University of Kentucky Historic Preservation,
    - University of Kentucky Landscape Architecture,
    - Eastern Kentucky University History,
    - Northern Kentucky University Arts & Sciences,
- The Kentucky Historical Society,
- The KHC's Section 106 Tribal Consultation List:
    - Chickasaw,
    - Chippewa
    - Choctaw,
    - Delaware,
    - Iroquois,
    - Meskwaki,
    - Miami,
    - Ojibwe,
    - Oneida,
    - Osage,
    - Ottawa,
    - Peoria,
    - Potawatomi,
    - Quapaw of OK,
    - Sac & Fox,
    - Shawnee,
    - Wyandot,

The link to the survey intended for the general public was also provided to each of the above target groups. In addition to the above, the survey for the general public was provided to:

- The Kentucky Emergency Management Association,
- Kentucky Teacher.org,
- The Kentucky Association of Professional Educators,
- University of Kentucky Social Studies & History teaching programs,
- Kentucky Chamber of Commerce,
- NPS (NRHP, 106, CLG) federal staff,
- Kentucky County Judge/Executive Association,
- Kentucky League of Cities leadership List,
- Kentucky House & Senate Legislators,

- Kentucky's US Senators & Representatives,
- Kentucky REALTORS,
- Residents of Historic Districts,
    - Ca. 100 residents mailed
- Kentucky African American Heritage Commission,
- Kentucky Native American Heritage Commission,
- General Association of Baptists in Kentucky (500-plus hist. Black parishes),
- Kentucky Unitarian-Universalist Churches general district,
- The Urban League Louisville,
- The Urban League Lexington,
- Kentucky Offices, The National Association for the Advancement of Colored People,
- Centro Latino Shelbyville,
- Centro Latino Danville,
- Esperanza Latino Center,
- UK College of Agriculture, Food and Environment *Cooperative Extension Service* (all counties),
- Kentucky Historical Society's list of Historical Societies,
- The University of Kentucky's Center for Rural Journalism,
- SOAR (Shaping Our Appalachian Region),
- Appalachian Regional Commission,
- Kentucky Department for Local Government.

APPENDIX D: AN OVERVIEW OF CURRENT CONDITIONS IN KENTUCKY

Every state faces unique challenges. Kentucky's challenges affecting our historic preservation effort extend beyond the preservation toolbox to include industry, income, education and employment. We will also discuss economic and population growth trends for urban, suburban and rural populations, planned infrastructure build-out, current emergency/disaster response capabilities, as well as short- and long-term weather trends. Every one of these challenges can be invoked by well-meaning decision-makers to relegate historic preservation to the status of an optional luxury or a special-interest group, based on the misguided assumption that historic preservation expends funds as a "zero sum" rather than creating long term community investment.

KENTUCKY INDUSTRY, INCOME AND EMPLOYMENT

In their 2020 study for the U.S. Department of Labor, the Kentucky Center for Statistics listed the percentage of Kentucky's gross domestic product (GDP) contributed by 21 industries, comparing the 2010 figures to the 2020 figures (KYSTATS 2020: Figure 6). **Although we tend to think of Kentucky as built of farms punctuated by cities, our GDP makes clear that we are economically driven by manufacturers separated by farmland. Agriculture, Forestry, Fishing and Hunting combined accounted for only 1 percent of our 2010 GDP, and 1.4 percent of our 2020 GDP. Manufacturing accounts for over 17 percent of the state's GDP and is our state's leading industry, with Government a close second.**

Of the 21 industries tracked, all but 5 changed their relative contribution to the Gross Domestic Product by less than 1 percent between 2010 and 2020. Of the five change-leaders, Government and Government Enterprises decreased from 16 percent to 13.6 percent of GDP. Real Estate rose from 9.9 percent to 10.9 percent of GDP in the same period. Construction rose from 3.5 percent to 4.6 percent of GDP, Information technologies declined from 3.3 percent to 2.3 percent, and the mining, gas and oil extraction industries contracted dramatically from 3.3 percent to .5 percent of Kentucky's GDP. Our figures presented so far don't measure overall economic growth, only relative contributions of each industry to the total. While the pandemic has skewed everyone's economic performance downward over the past 5-year period, in 2021 Kentucky's economy came roaring back. Private-sector investments, for both new-location and expansion projects, exceeded $10 billion in new investments with more than 15,200 full-time jobs announced. In March 2021, *Site Selection* magazine's annual Governor's Cup rankings for 2020 positioned Kentucky atop the South-Central region, and third nationally, for qualifying projects per capita (*Site Selection Magazine* 2021). Kentucky placed seventh overall in total projects, the highest of any state with a population under 5 million. *Site Selection* also recently placed Kentucky in a tie for fifth in its 2021 Prosperity Cup rankings, positioning the state among the national leaders for business climate (*Site Selection Magazine* 2021).

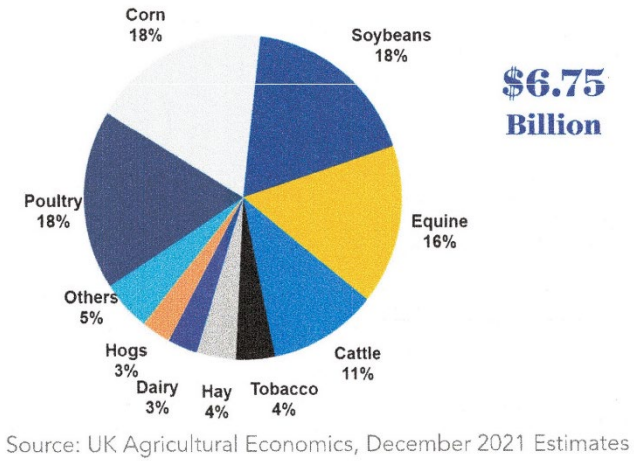


Figure D.1 (Snell et al. 2021)

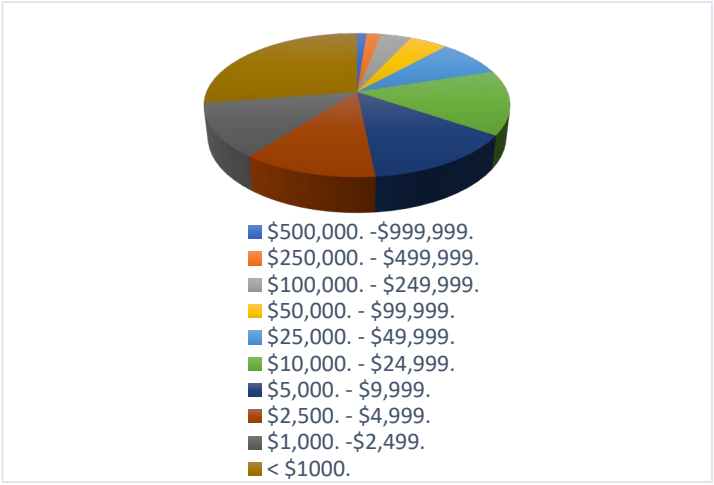


Figure D.2 Annual KY Farm Income, single household owners.
(NASS 2022).

The 1 percent figure for Agriculture's contribution to Kentucky's gross domestic product is due in part to the decline in tobacco as a cash crop. Nowadays, 70 percent of all agricultural income is derived from just four products, including corn, soybeans, poultry and the equine industry (**Figures D.1 & D.2**) (Snell et al. 2021). Cattle contributes another 11 percent of all farm income, with all other agricultural products contributing the balance.

In the short term, farmers are going to take a hit in 2022 due to a 40 percent decline in farm subsidy funds that had been pumped into the system in 2021. However, Kentucky cash receipts are projected to exceed the 2014 record of $6.5 billion by at least a quarter of a billion dollars in the coming year. This is a healthy jump from the $5.5 billion typical of the last five years (Snell et al. 2021).

American farm commodities prices are currently dependent on exports to the Chinese market, primarily for corn, soybeans and pork. The larger concern for farmers in the near term is an escalation of farm input prices for fuel, feed and fertilizer, which are approaching double-digit inflationary pressures (Snell et al. 2021).

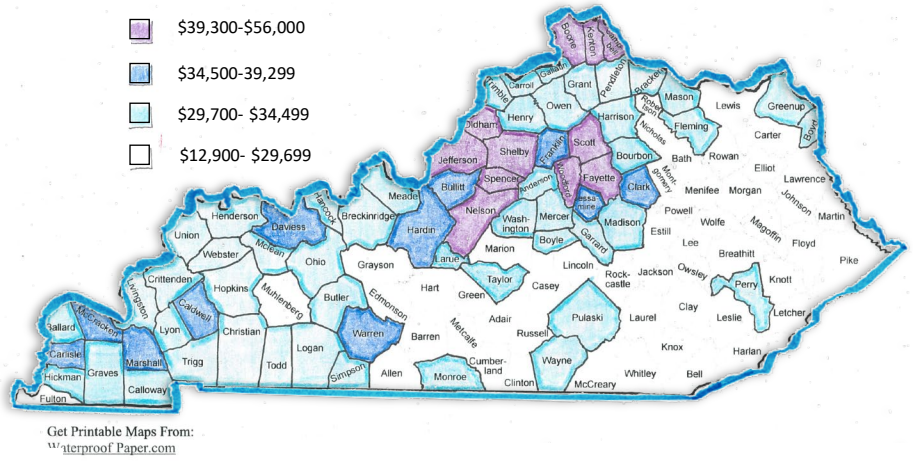
There were 75,966 farms in operation in Kentucky in 2021, making Kentucky 6th in the nation in number of farms. As recently as 2017, there were over 90,000 farms in the state; the downward trend is due to consolidation, as acres of farmland have held steady. At nearly 13 million acres, farmland accounts for over half of the total landmass in Kentucky. Most farms are less than 100 acres, the average of 174 acres is inflated by a minority of very large farms. Sixty percent of all farms in Kentucky take in less than $10,000 in receipts (NASS 2022; Kentucky Agritech 2022; Kentucky Food & Farm 2022).

In the long term, Kentucky farmers could still use a new cash crop to replace tobacco. In 2018-2019, a lot of people pinned their hopes on a burgeoning industrial hemp crop. Producers were disappointed by severe bottlenecks due to a shortage of hemp processing plants, often settling for less than market value. The shortage in hemp processing facilities has been attributed to the ongoing inability of banks to make loans based on a commodity still considered illegal at the federal level. If that situation were to change, Kentucky farmers would make more money from smaller acreages across a broad region of crop-appropriate land, without the up-front investment costs of (for example) the equine market. [from Agriculture Economic Situation & Outlook, Dec 2021]

For a street-level view of the Kentucky economy, we turn to personal income per capita from 2010 to 2020, compared to the same figures for all of the United States. In 2010, the average Kentuckian was making a bit over $30,000, while the national average was a bit over $40,000. By 2020, the average Kentuckian was making ca. $46,000, while the average American was now making nearly $60,000. Kentucky is falling more deeply behind over time (KYSTATS 2020: Figure 13).

Kentucky income gains from 2010-2020 are not distributed evenly across the state (**Figure D.3)**. Note in Figure 5.3 that there is a strong clustering of higher incomes extending from the three Northern Kentucky counties of Boone, Kenton and Campbell, and running southwest to Louisville in Jefferson County. There are less distinct clusters within the Inner Bluegrass, in the western Pennyrile, and in various counties with larger cities scattered across the state including Owensboro, Paducah, Bowling Green, Ashland, and Maysville.

Annual unemployment rates decreased in all 120 Kentucky counties in 2021(KYSTATS 2022). Most areas across the state are running between 4 percent -5.9 percent unemployment figures. Within the Eastern Mountains, Magoffin County displayed the worst unemployment figure of 12.5 percent. As is the trend nationwide, unemployment figures do not capture the current shortages in the workforce, which is really a matter of participation rates. The jobs are there, but as **Figure D.4** indicates, large percentages of the population have left the workforce in what people are now calling "the Great Resignation" (**Figure D.4**).



Personal Income Per Capita by County

Figure D.3 (US Census Quickfacts accessed April 2022)

The picture darkens a bit when we turn to the next map, portraying the percentage of the Kentucky population living below the Federal poverty level by county (**Figure D.5**; US Census 2022). The Eastern Mountains and the eastern Pennyrile are facing 15.5-43.5 percent of their population living in poverty. The western Pennyrile, the Western Coalfields, and the Purchase regions are all facing 13-15.2 percent in poverty. This map drives home the economic dominance of the Greater Bluegrass and Northern Kentucky when compared with the rest of the state.

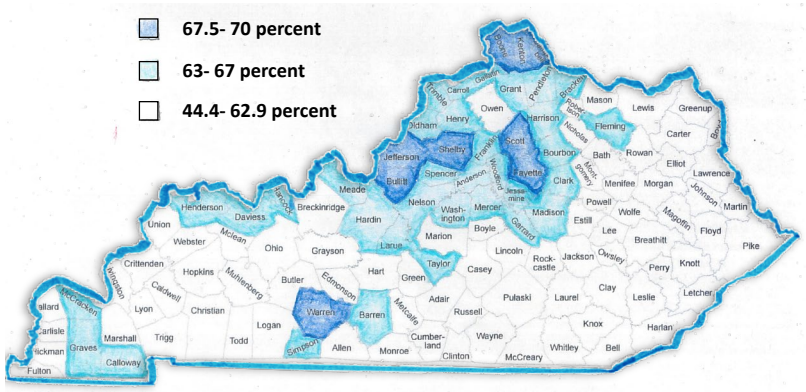
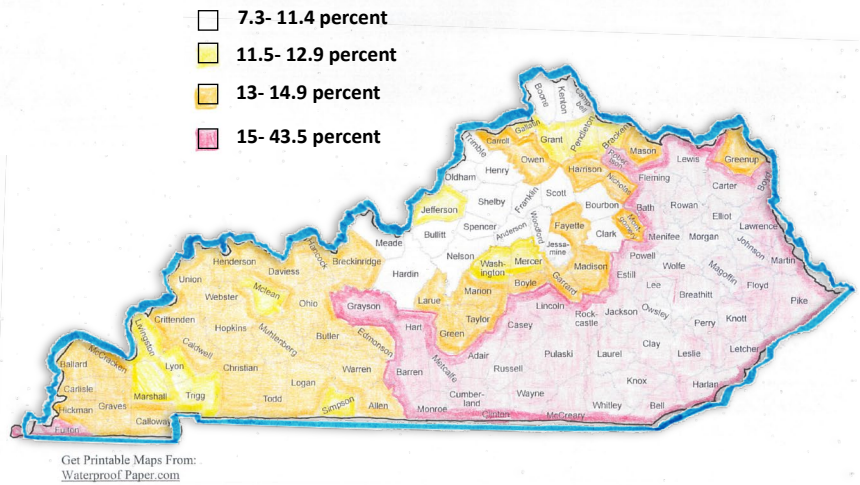


Figure D.4 (US Census Quickmaps Accessed April 2022)

Percentage of Population in the Labor Force 2021

Figure D.5

(US Census QuickMaps, Accessed April 2022)



Percentage of Population Living Below Poverty Level

Turning from past trends to future economic predictions, the following is quoted from the KYSTATS *Kentucky Economic Analysis* of 2020:

> In Kentucky, the job market is expected to experience nearly 2.5 million job openings between 2018 and 2028, with the majority of openings attributed to workers transferring between occupations. These transfers are expected to account for 59 percent of the total job openings between 2018 and 2028, or 1.47 million openings. An estimated 903,500 exits are projected to occur over this time period as individuals leave the labor force. Economic growth accounts for the remaining 5 percent of projected openings (approximately 124,000) between 2018 and 2028 (KYSTATS 2020:41).

The projected new jobs won't be distributed equally across the Commonwealth. The figure below depicts projected job openings from 2018 to 2028 by "Local Workforce Area," a state administrative land division that preserves both the eastern mountains and the Inner Bluegrass as distinct administrative areas (**Figure D.6**).

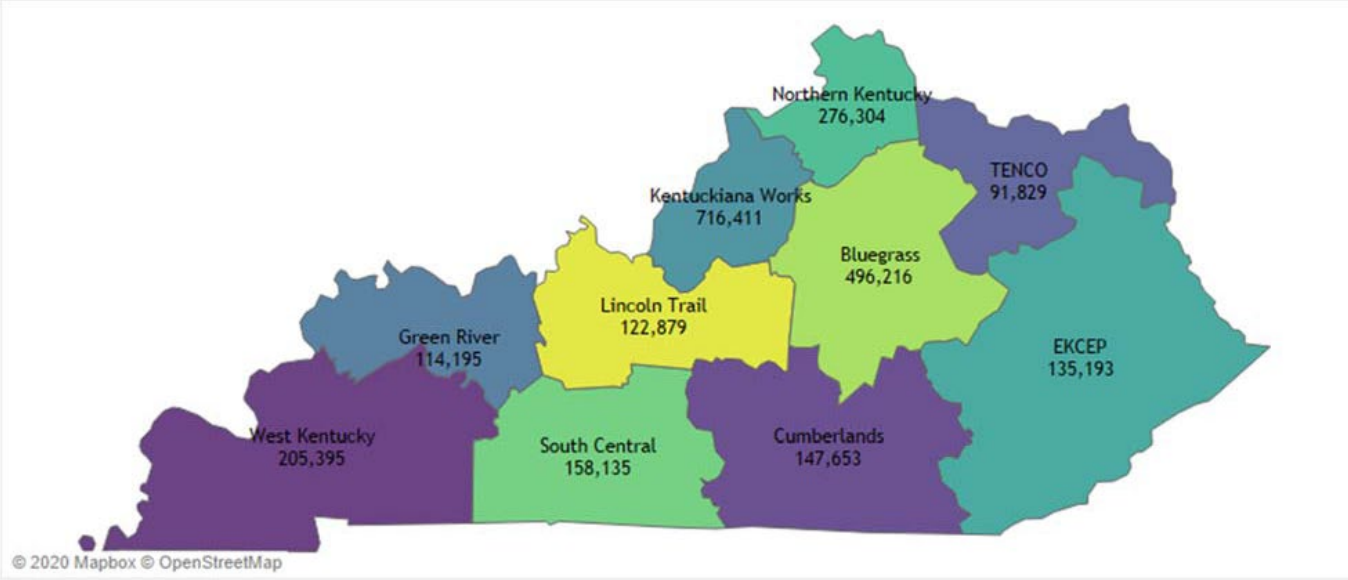


Figure D.6 Projected New Jobs (KYSTATS 2020:46).

If we were to combine the Bluegrass, Kentuckiana Works (greater Louisville), and Northern Kentucky, the aggregate would account for more than 60% of the projected new jobs in the state.

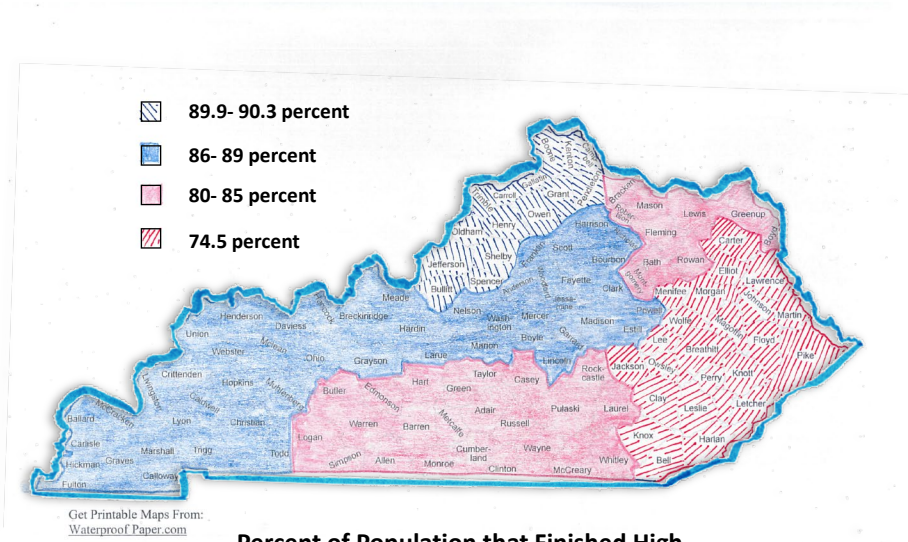
KENTUCKY EDUCATION

Relative economic growth by region will be exaggerated by the lack of educational attainment when mapped by region. The percentage of working-age adult Kentuckians with at least a high school education varies between a bit more than 90 percent to a low of 74.5 percent, the latter clustered in the Eastern Mountains, the former distributed across Northern Kentucky southwest to Greater Louisville (KYSTATS 2020:15**). The percentage of working-age adult Kentuckians with at least a bachelor's degree varies from a high of 31.8 percent (the Bluegrass) to a low of 12.2 percent (the Eastern Mountains)** (ibid.). (**Figures D.7 and D.8**).

Again from the KYSTATS 2020 study for the Department of Labor,

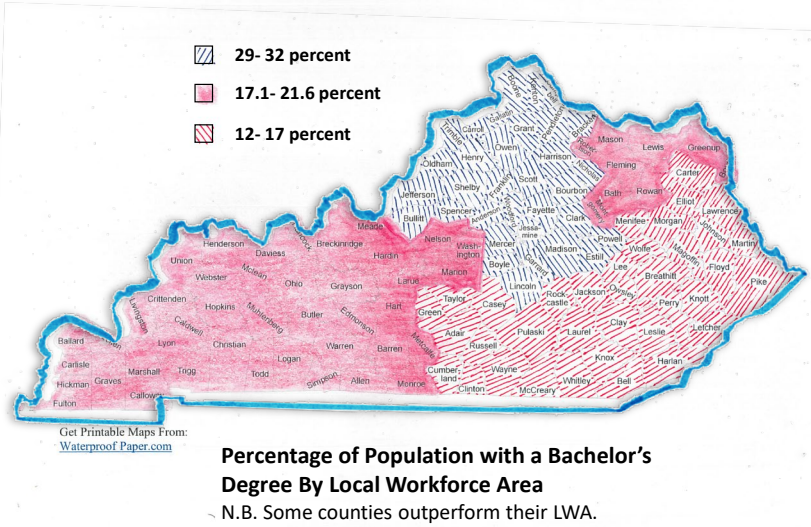
> "One-quarter (25 percent) of all projected job openings in Kentucky from 2018 to 2028 will require an education beyond a high school diploma or equivalent award. Among all projected openings, 33 percent typically require less than high school completion, and 41 percent require only a high school diploma or equivalent award" (KYSTATS 2020).

So over 70 percent of projected job openings up to 2028 will accept new hires with a high school diploma or less.



Percent of Population that Finished High School, By Labor Workforce Area
N.B. Some counties outperform their LWA

Figure D.7
(KYSTATS 2020)



Percentage of Population with a Bachelor's Degree By Local Workforce Area
N.B. Some counties outperform their LWA.

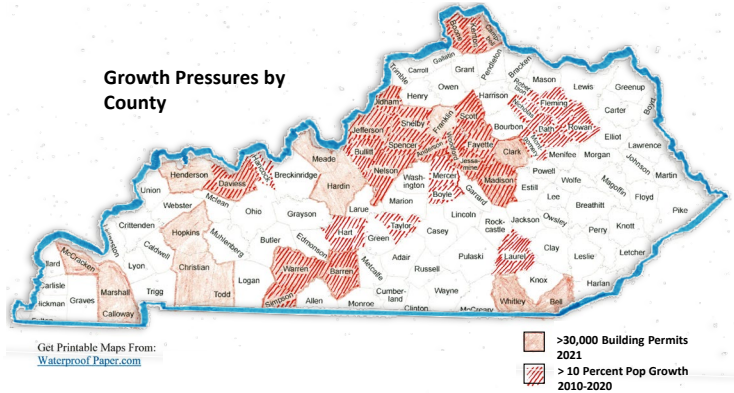
Figure D.8 (KYSTATS 2020)

POPULATION GROWTH

Kentucky's net population growth rate is less than 1 percent annually; far more people move within Kentucky than migrate in or out of Kentucky. Since 2000, over 30 percent of Kentucky's population growth has been in the greater Louisville area; a trend that will probably continue (US Census 2022). In **Figure D.9**, we can see net population growth by County between 2010 and 2020. The ongoing net outmigration from the Eastern Mountains and western Pennyrile/Purchase regions is dramatic. While the Northern Kentucky-Louisville corridor and the Inner Bluegrass enjoyed a strong clustering of in-migration, there is a lattice of growing counties extending to the south and west in the eastern Pennyrile, and east out of the central Bluegrass.

The same figure also displays those counties that issued more than 30,000 building permits in 2021 (**Figure A.9**). **Together with net population growth, these two data points provide a good view of where growth pressures are occurring at the moment in Kentucky**. Now compare that map with **Figure D.10**, which is a density map of all historic properties recorded in the KHC Historic Architectural Inventory (**Figure A.10**).

Figure D.9 (US Census Quickmaps April 2022)



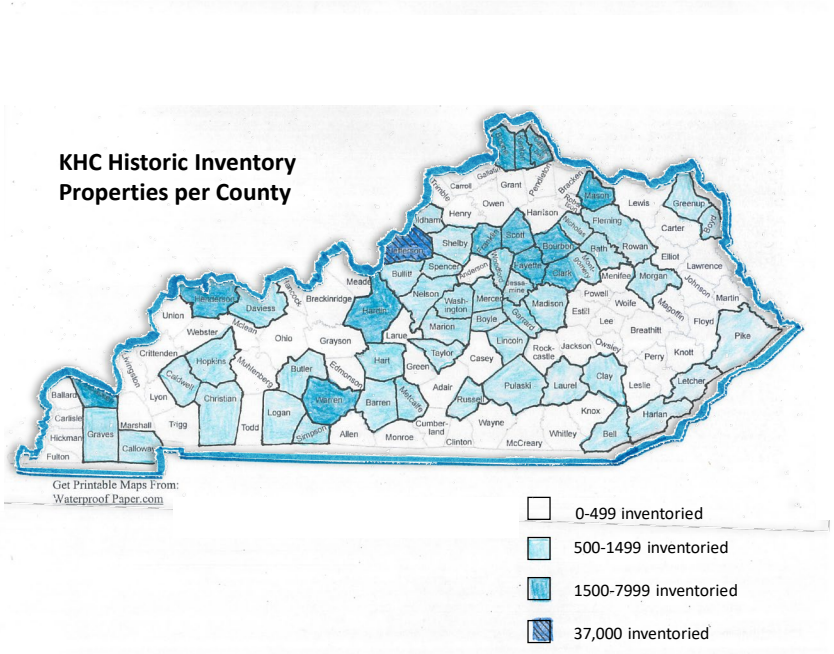
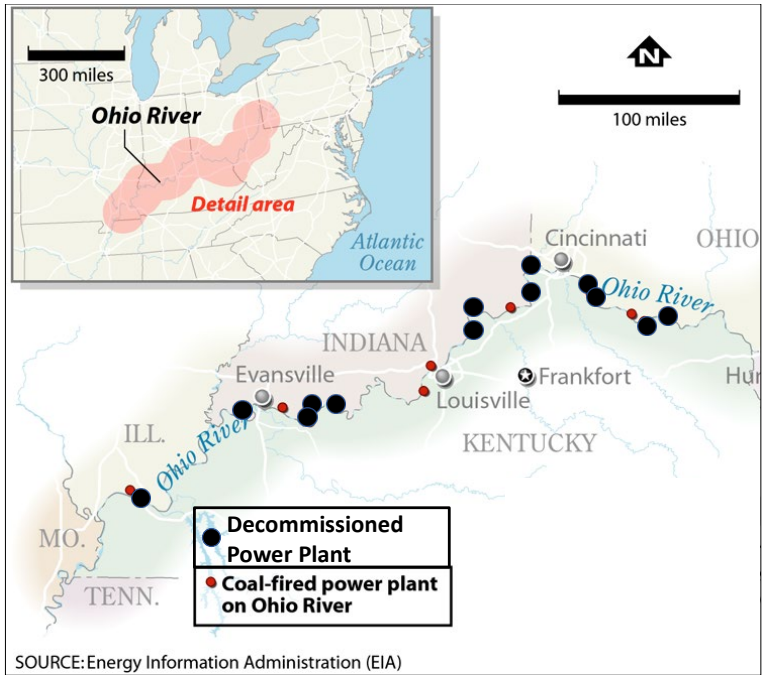


Figure D.10 (US Census Quickmaps April 2022)

There is a very strong correlation between Kentucky's counties of most rapid growth and counties with the greatest number of known historic resources. There is an old saying among elderly archaeologists and real estate agents, "Good real estate stays that way." **If we anticipate growth, we can plan for growth.** Which brings us to…

INFRASTRUCTURE BUILD-OUT

As a society we seem to be more and more committed to an internet-based model of commerce that depends upon inexpensive and efficient retail shipping to every private doorstep. While at first glance this model looks like a threat to small local businesses, we are learning that savvy use of the internet combined with inexpensive shipping actually empowers small, decentralized merchants and "makers" of all types.



Prior to the supply chain disruptions of 2020-22, most manufacturers had transitioned from a model of large inventories to one of "just in time" supply deliveries, easing overhead warehousing costs. As we have all learned during the pandemic, "just in time" only works with an efficient supply chain. We need to know Kentucky's freight-carrying infrastructure if we are to be competitive in this new consumer, manufacturer, and retailer behavioral model. We also need to understand our current and future broadband capabilities, to sustain the above model.

Coal, Solar, Wind Power and Battery Factories

Many of Kentucky's coal-fired power plants have been taken off-line and are being demolished as we speak (**Figure D.11;** Horn 2018). The construction, maintenance and operations of these plants were a mainstay of many a local economy, even when the actual plant was on the opposite side of the Ohio River.

Figure D.11 Ohio River's Decommissioned Coal-Fired Power Plants (Horn 2018)

In 2018 there were approximately 18 coal fired plants operating on Kentucky's stretch of the Ohio River; thirteen of them are now either closed or have been proposed for closing.[1]

Where local environmental and infrastructure conditions are favorable, privately funded companies are now proposing wind farms and solar farms on a large scale. Current siting calculations seem to favor access to existing power transmission corridors over ideal wind or solar sites. Unless they need a federal permit or use federal funds, these companies currently do not require oversight from the Federal Energy Regulatory Commission. It has been said that solar and wind power generation do not rise to the level of interstate commerce, although our power grid itself argues otherwise. The public is seeking guidelines and regulations which do not yet exist for these technologies. For example, Mason County, Kentucky is actively divided in support of or in rejection of these technologies as of this writing, complete with lawn signs and raucous public meetings. **Both wind and solar technologies require large-scale installations to become commercially viable and to optimize energy efficiency. In the absence of federal guidance, to ensure proper consideration of the cultural resources and take public concerns into account, one option to consider would be developing a statewide Section 106-like planning protocol for wind and solar installations, similar to guidelines currently in effect for cell towers. Public input should be actively encouraged.**

The E.W. Brown power generation plant has located large-scale solar farms on the top of fly ash waste deposits from the original coal-fired power plant (KYEEC 2019) (**Figure D.12**). The advantages include minimizing the controversy over the placement of the solar farm, ready access to existing power transmission infrastructure, and continued maintenance and oversight of the fly ash deposit, potentially even after the coal fired plant has been decommissioned. Currently in operation, the E.W. Brown power plant generates electricity using solar, hydroelectric turbines, coal, and natural gas (KYEEC 2019).

Figure D.12 Solar Installation at the E.W. Brown power generation plant near Harrodsburg, Kentucky (KYEEC 2019).

Within the past year, two major new manufacturing facilities have been announced, which when built will make Kentucky the foremost state in the country in lithium-ion battery production. The first is the "Blue Oval SK" plant (named for the Ford logo) to be located just south of Elizabethtown (Hardin County), slated to hire 5,000 new employees and invest $5.8 billion to build a 1,500-acre industrial park. The second is the "Envision AESC" battery factory at Bowling Green (Warren County),

[1] According to the Sierra Club, the doomed power plants include (from east to west), Killen, Stuart Station, Zimmer, Miami Fort, Beckjord, Tanner's Creek, R. Gallagher, Cane Run, K. Coleman, Rockport, E. Smith, A.B. Brown, and Shawnee. https://coal.sierraclub.org/coal-plant-map accessed April 2022.

which is planning to hire 2000 employees while investing $2 billion in its new "giga-factory." Both are very ambitious projects which, if built as planned, will greatly enhance the local economies of the Pennyrile region.

River Freight & Commercial Access

The Ohio River is one of Kentucky's greatest assets. The Kentucky Transportation Cabinet (KYTC) recently conducted a study entitled, "The Kentucky Riverports, Highway and Rail Freight Study" between August 2020 and August 2021 (KYTC 2021a).

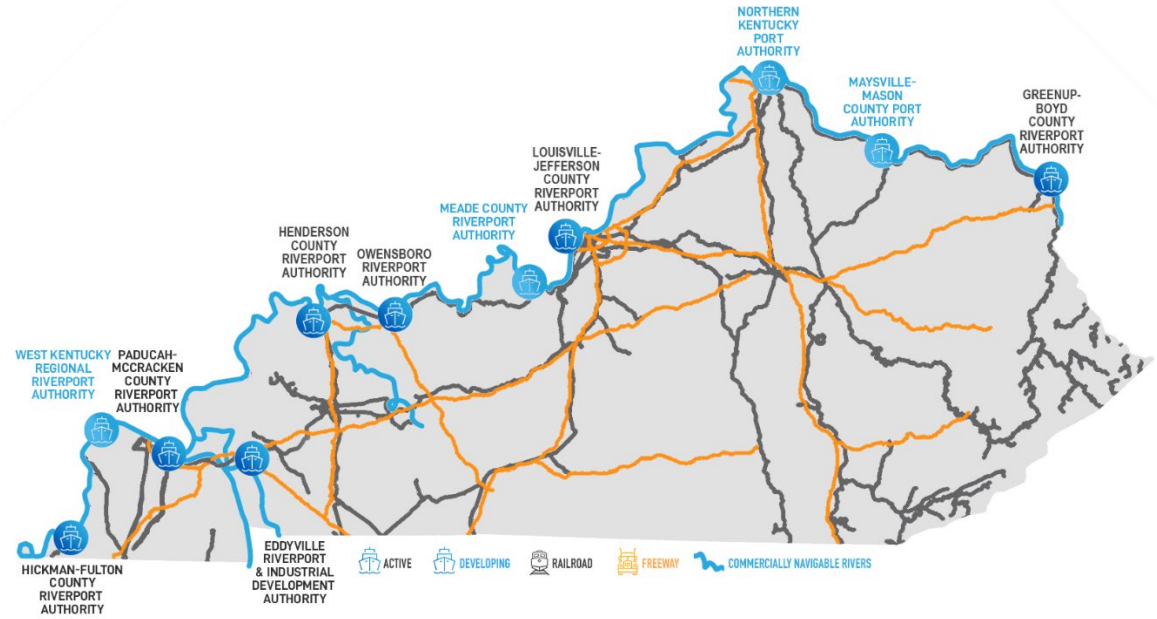
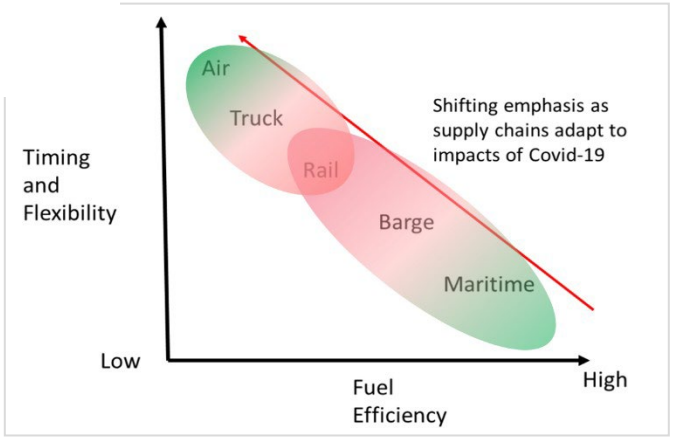


Figure D.14 (KYTC2020b:7).

Figure D.13. River, Rail and Over the Road Freight Routes in Kentucky. (KYTC2020b)

Since the study was conducted in the midst of the pandemic, short-term shipping trends based on the pandemic were included in the study. Given supply chain disruptions, there was an observable shift from choosing least expensive but less agile water-borne freight to most expensive but also most market-responsive air freight and truck-based parcel delivery services (KYTC2020b:7) (**Figures D.13 & D.14**).



There are eleven public freight ports across Kentucky, providing access to 1,590 navigable inland waterways, in addition to hundreds of private ports. Kentucky is said to be 4th nationally in miles of navigable waterways, although this includes rivers that are not currently viable for commercial shipping (KYTC 2020b:5). The ports themselves are facing infrastructure problems. According to the study:

"Kentucky's annual grant program allocates around $500,000 per year distributed across public riverports; limited funds and the requirement that expenditures must occur within

the fiscal year lead to challenges to pursue larger capital improvements. Aging infrastructure built for an earlier era translate to large-scale modernization needs; some ports have sold real estate to raise funds, resulting in small, disjointed footprints" (KYTC2020:8)

Each port has a distinct catchment area, or "market hinterland," where a market hinterland is defined as counties within a 90-minute drive from a given port, representing the geographic area where cargo can reasonably be exchanged competitively. Note on the figure below the large percentage of Kentucky (and surrounding states!) within market range of water-borne commercial shipping (**Figure D.15**).

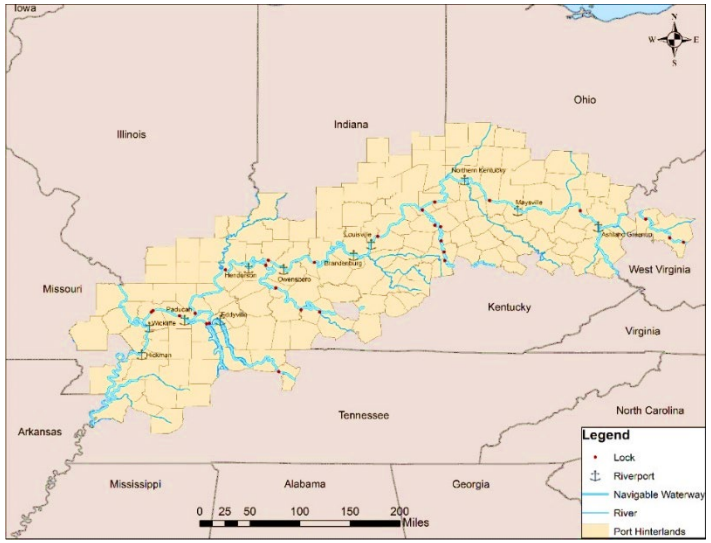


Figure D.15 Market Access for Water-Borne Shipping (KYTC2020b:9)

The KYTC research team early on developed a database of US domestic freight flows by weight and value for waterborne barge traffic, rail carload, rail intermodal, truck, and air transportation modes, classifying freight commodities into 400 detailed categories, with statistics at the county level for the relevant geographies closest to Kentucky. The database includes 7,200+ business establishments with estimates of their freight output (KYTC2020b:11).

Sixty five percent of soy exports and 57 percent of all corn exports travel by river. To some extent, river-borne freight is in competition with railroads and over the road trucks. In fact, in 2018, river barges shipped only 3 percent of the state's total freight by value, while shipping 19 percent of the total weight (KYTC2020b:12). To put that in perspective, nationwide river shipping moves 600 million tons valued at over $300 billion annually, with the least energy spent per ton, and the best safety record of any transportation mode. It is also important to remember what we mean when we talk about "bulk" in reference to barges (**Figure D.16**). One barge can carry the load of 62 semis, or 16 rail cars, and most barges travel in groups of 12-15, equivalent to 940 semis.

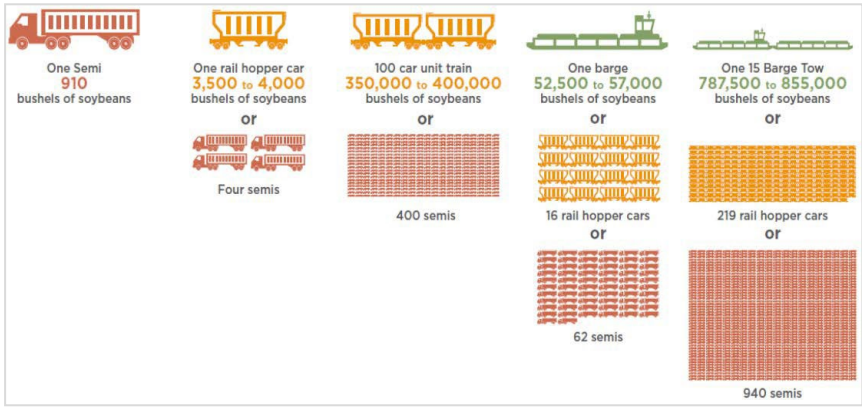


Figure D.16 Comparative Tonnage per Load. (KYTC2020b:26)

One of the limiting factors to water-borne shipping on the Ohio River is the lack of maintenance funding for the lock-and-dam system upon which it relies. Nearly 70 percent of our nation's locks are past their 50-year design life, with the average at 71 years (making them potentially eligible for

listing on the National Register of Historic Places). These are federal issues of interstate commerce infrastructure. The U.S. Army Corps of Engineers manages the lock and dam system and is represented on the Inland Waterways Users Board that makes recommendations to Congress on priority navigation projects.

The Commonwealth of Kentucky provides funds for the operation of the riverports (not the locks and dams). Kentucky has historically funded their ports via the Kentucky Riverport Financial Assistance Trust Fund and the Kentucky Riverport Improvement (KRI) funds. KRI funds are allocated from state general transportation funds. Since 2013, KRI funds have supported 64 projects across the ports, valuing a total of $4,350,000.00 since 2013, or an average of $241,000 per year (actual annual figures have been increasing). River freight is looking like an underutilized and underfunded strategic asset.

From an Historic Preservation standpoint, expanding the footprint of our Ohio Riverports is going to disturb bottomlands of very high probability for buried archaeological resources. If federal funds or permits are involved in riverport projects, then Section 106 of the National Historic Preservation Act can capture these data and identify appropriate mitigation as necessary. We would be wise to have planning documents in place before these projects get underway, to the advantage of both the cultural resources under threat, and the timetable of these necessary future projects.

Kentucky's Roads

Kentucky's transportation infrastructure includes over 700 miles of interstate highways (including I-24, I-64, I-71, and I-75), plus various interstate supplementary routes around major cities (**Figure D.17**). Kentucky maintains an additional 648 miles of state parkways, over 3500 miles of state primary roads and over 7600 miles of state secondary roads (KYTC 2021). Altogether, the Transportation Cabinet is responsible for 27,500 miles of roadway and 14,349 bridges (KYTC 2020a). One of the "factors affecting KYTC planning," is a current backlog of necessary pavement maintenance and bridge repair/replacement projects, including (for example) 3400 miles of roadway guardrails. The KYTC is working with a 2021-2026 budget of $6.1 billion, of which $.5 billion (ca. 12 percent) is earmarked for servicing Garvee bond debts. In the long term, the KYTC is facing three "mega-projects," including a new I-69 bridge over the Ohio River between Henderson, Kentucky and Evansville, Indiana, widening a section of the Mountain Parkway from Campton to Salyersville (thence on to Prestonsburg), and replacing or doubling the capacity of the Brent Spence bridge from Cincinnati, Ohio into Covington, Kentucky (KYTC 2020a). Recent federal Non-partisan Infrastructure bills are pumping money into the states, to everyone's long-term benefit. The KHC has several liaisons on staff to help streamline the delivery of transportation projects while ensuring cultural resources are appropriately considered.

Broadband Infrastructure

In a rapidly changing commercial and scientific environment driven by the analysis of "big data," it is vital that Kentucky build and maintain rapid data access for the largest number of people. According to Verizon's "broadbandnow.com," Kentucky ranks 40th out of 50 states for residential and commercial broadband access for all vendors combined. Although nearly 92 percent of Kentuckians have access to 25 megabytes per second (mbps)

download speed and 3 mbps upload speed, that is considered a low working speed for internet access or data processing (or watching live basketball!), in a world where 1 gigabyte per second (gbps) is considered good. About 54 percent of Kentuckians currently have access to 1gbps downloading speeds.

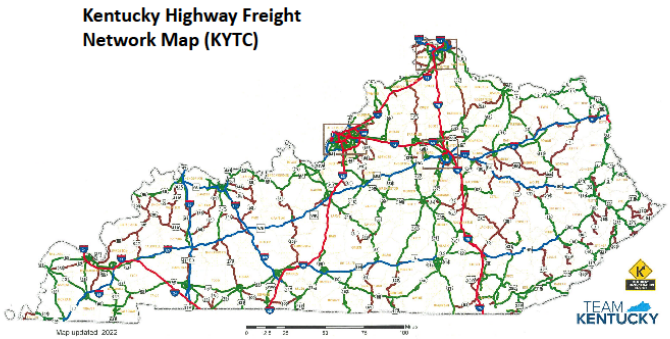


Figure D.17 Kentucky Highway Freight Network Map (KYTC2020b)

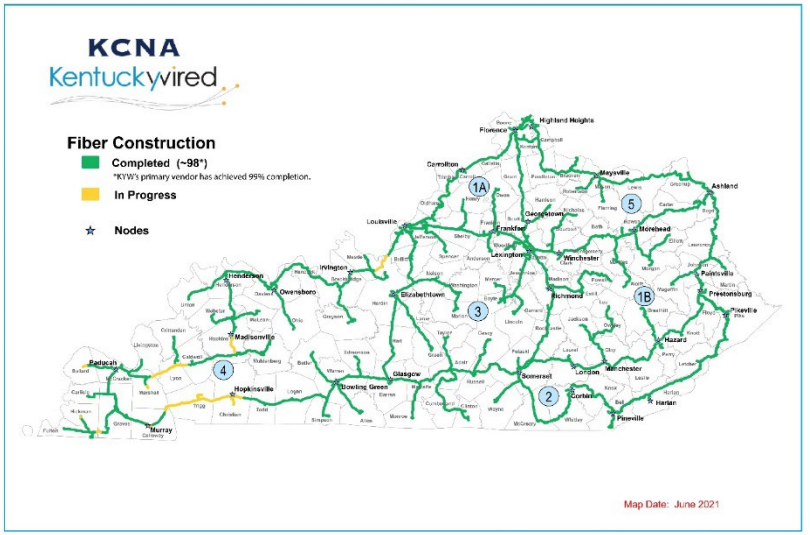


Figure D.18 Kentucky Wired https://kentuckywired.ky.gov/Pages/index.aspx accessed April 2022.

The "one gig" threshold is not evenly distributed across the Commonwealth. Northern Kentucky has it, along with two counties of the Inner Bluegrass, nine counties of the Eastern Mountains, and a broad swath of the eastern Pennyrile. Strangely enough, in Jefferson County/greater Louisville, only 61 percent have such access, and many counties of the Outer Bluegrass currently have no 1-gig access.

The Commonwealth of Kentucky's Office of Technology has received over $5 million from the U.S. Department of Commerce to implement the KentuckyWired network of buried fiber optic cable. The stated goal of KentuckyWired is to lay over 3000 miles of cable, reaching every county in the state. "KentuckyWired network is a 'middle mile' project connecting government offices, universities, community colleges, state police posts, state parks, and other government institutions to the global internet" (https://kentuckywired.ky.gov/Pages/index.aspx accessed April 2021). For most counties, that means that there is a single access node out at the local community college, with no funding in place to expand the coverage to merchants or residents. **Figure D.18** shows project build out as of June of 2021.

One of the most promising pending technologies is the 5G wireless ("wifi") system of transferring internet and telephone data. While the fastest 5G systems require relay points at closely spaced intervals, a downgraded version can be broadcast with appropriate upgrades to conventional cell towers. This technology may be the first to provide competitive data transfer speeds to rural areas. Actual detailed coverage data for Kentucky is currently obscured by competing advertising campaigns.

SHORT- AND LONG-TERM WEATHER TRENDS

First, keep in mind that each physiographic province in Kentucky has slightly different weather; one size does not fit all **(Figure 2.2**). That said, most of Kentucky has what meteorologists call a humid subtropical type of climate, classified as a "Köppen climate classification Cfa", while the southeastern mountains are considered an "oceanic climate Köppen Cfb." Hot summers and cold winters are typical. In what feels like a counter-intuitive caprice, Kentucky weather has been both colder and hotter than the historical averages in recent years. We are also experiencing more frequent violent downpours (defined as greater than one inch/hour), with consequent flash flooding (followed by river flooding) (WeatherUS.com 2022). The term "extreme weather event" has come into common usage in the past few years, and it seems to fit what we are seeing.

So-called "Hardiness zones" in the U.S. track average low temperatures in winter and are typically used to decide what plantings will flourish best at what relative latitudes. The Hardiness Zones have all shifted northward by half a zone warmer since 1990 and are now moving north at a rate of 13 miles per decade (Jones 2018). The semi-arid conditions of the American high plains were first described as meeting the more or less fertile prairie at the 100th meridian, in western Kansas. That line marking the east edge of the semi-arid West has been moving east at a rate of 140 miles every 40 years (Seager et al. 2018). Western Missouri is feeling the effects now. At its current rate of travel, the line marking semi-arid Western conditions will cross the Mississippi into the eastern woodlands of Kentucky by the year 2060 (ibid.).

In the shorter term, we can expect things to get wetter, not drier. Tornado Alley has shifted dramatically east in the past generation. Whereas tornado activities in the 1930s-1950s centered on Texas, Oklahoma and Kansas, by 2015 the core region of tornado alley had shifted into northern Alabama, as part of a larger arc extending from Louisiana into Alabama, Tennessee and western Kentucky (Agee et al. 2016). The core of tornado alley is still moving eastward. The above suggests a short-term trend of hotter, wetter weather subject to an increase in violent weather events over time. In the longer term, our descendants will see a drying trend in the 2060s. These are easily observable data as taught to schoolchildren, not controversial doomsday prophesies. These weather trends will affect us all, or at least the adulthood of all of our schoolchildren. Experience out West suggests that we may eventually be looking at an increasing risk of forest fires. Meanwhile, owners of historic homes may soon rediscover the virtues of storm windows and functioning heavy shutters. Which brings us to…

EMERGENCIES AND DISASTER RESPONSE

The Commonwealth of Kentucky's Division of Emergency Management (DEM) maintains ten district offices and an Emergency Management officer in each of Kentucky's 120 counties. Local County officers liaise with a Local Emergency Planning Committee, made up of volunteers including first responders, as well as local representatives of industry, government, health services, the media, and community groups (which should

include local historic preservation groups!). In 2018, the DEM wrote a *Kentucky Risk Assessment and Hazard Mitigation Plan*, and a new plan is anticipated in 2023 (CK-EHMP 2018). Bill Haneberg, Director the Kentucky Geological Survey, is one of the authors of the new plan. Mr. Haneberg notes that, "This is the first time we are going to be explicitly addressing the likely effects of climate change on long-term hazards" (Haneberg in Acquisto 2022).

Tornados

On December 10-11, 2021, a family of tornados spawned from the same Quad-State supercell thunderstorm front swept across parts of Missouri, Illinois, Tennessee and Kentucky. Of the 84 confirmed deaths, 74 were in southwestern Kentucky, with fatalities spread over a 9-county area (**Figure D.19**). At least 667 people were treated for their injuries. The estimated damage totaled $3.9 billion as of February, 2022 (NOAA 2022). Recovery is still ongoing. (Wikipedia "Tornado outbreak of December 10–11, 2021" accessed August 11, 2022).

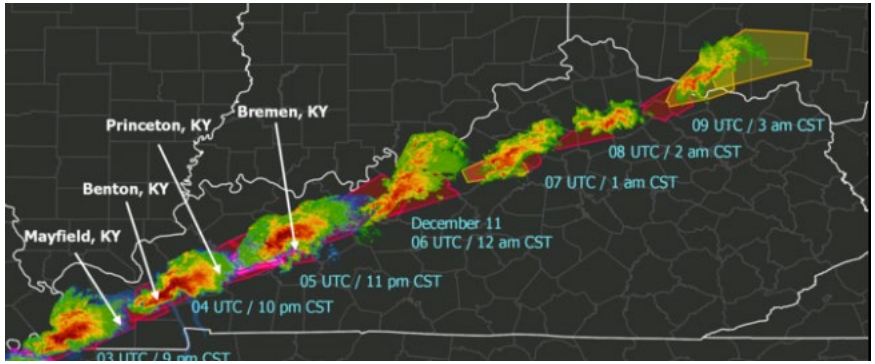


Figure D.19 Image of Radar montage from:

https://en.wikipedia.org/wiki/Tornado_outbreak_of_December_10%E2%80%9311,_2021#/media/File:Radar_collage_of_a_long-lived_supercell_radar_on_December_10-11,_2021.png)

From 1991 through 2010, Kentucky averaged 21 tornado touchdowns per year. At that rate, Kentucky is not even in the top ten tornado states. However, as noted in our discussion above on weather trends, tornado alley seems to be shifting east. In the years to come, tornados will become a more common problem in Kentucky.

Floods and Landslides

Due to the narrow valleys and steep ridgelines of the Eastern Mountains, abnormally heavy rains pose a risk of flash flooding and landslides. The problem is exacerbated by unrestored and/or abandoned surface mines and strip mines, which cannot absorb rainfall as efficiently as mature biomes. The Ohio River and its tributaries are also subject to flooding, typically after large scale violent rains or snowmelt. According to Bill Hanneburg, "As we look into the future, all the models we see predict more rainstorms and more precipitation" (Hanneburg in Acquisto, January 23, 2022).

The First Street Foundation (FSF), a national non-profit environmental hazards research group, specializes in charting property-level flood risks. They appear to be using peer-reviewed and well-founded Geographic Information Systems (GIS)-based models to define properties vulnerable to flash flooding (pluvial flooding) and river-based flooding (fluvial flooding) under current and future weather patterns (FSF 2022). **According to the "First Street Flood Model," six of the top ten (and nine of the top twenty) counties in America with the highest flood risk are in eastern Kentucky (ibid.).** There is a discrepancy between the Federal Emergency Management Agency (FEMA) flood risk estimates and those produced by the FSF. The FSF contends that FEMA is drastically under-reporting flood risk as it actually occurs, as opposed to what should happen based on statistical modeling of "100-year flood" levels. Both FEMA and FSF concur that the mountains of eastern Kentucky are at risk, including (at a minimum) Letcher, McCracken, Johnson, Leslie, Breathitt, Floyd, Owsley, Magoffin, Perry, and Martin Counties. Pike and Knott counties have yet to digitize their parcel boundaries, a necessary step in GIS-based flood severity models. They are likely to join the list above once digitization has been completed.

According to the 2018 *Kentucky Risk Assessment and Hazard Mitigation Plan*, between 1974 and 2018, Pike County residents filed more flood insurance claims than any other county in the Commonwealth, save Jefferson County (Louisville) (CK-EHMP 2018). Note that both Pike County and greater Louisville are at greater risk from fluvial (river) flooding than pluvial (flash) flooding. The U.S. Army Corps of Engineers, responsible for the Big Sandy River and the Levisa Fork, has repeatedly advised additional flood control measures for Pike County, which (as of August 2021) are now being addressed by multi-million-dollar projects (Acquisto 2022).

Unfortunately, a large percentage of the residents of the Eastern Mountains cannot afford flood insurance, and many municipalities do not have the tax base to plan for and build flood control structures, or to apply for federal funds requiring a local match. Often the best they can do is upgrade existing storm drains when repairs are necessary (Acquisto 2022). FEMA operates on a reimbursement funding model; individuals, municipalities, and County Fiscal Courts must pay for remediation up front and are then reimbursed. When the money is not there, the money is not there. Insolvency is a major predictor of poor resilience in times of emergency.

Between July 26 and July 30th of 2022, over 16 inches of rain fell in the Eastern Mountains, the result of a series of entrained storm fronts. Flash flooding rampaged through more than 10 counties. KHC staff visiting in the aftermath saw cars in trees, many feet above the ground. Over 30 people died, over 600 were rescued by helicopter. While short term emergency supplies are still available as of this writing, long term displacement remains an issue. A local Pikeville man noted, "The reason so many people in eastern Kentucky are poor is they have to start over all the time" (Personal Communication, Rusty Justice, August 6, 2022, as recorded by Kitty Dougoud, KHC).

FEMA and an interdisciplinary team from the University of Kentucky are using LiDAR laser scanning technologies to map potential landslide hazards within the Big Sandy Area Development District (ADD) of southeastern Kentucky. Over 1000 high-risk sites had been identified as of January 2022, with a report expected later in 2022 (UKY Geological Survey 2022).

FEMA is aware of the high cost of flood insurance and has revised its in-house premium calculations to either reduce premiums or raise them slowly on a "glide path" to a full-risk coverage rate (FEMA 2021). FEMA offers discounted rates to communities that have taken steps to prevent flood damage, including mitigation planning, better building codes, and zoning regulations. These discounts are part of the "Community Rating System" (CRS). As of October of 2020, 41 Kentucky municipalities participate in the CRS program. Hazard mitigation Assistance Grants are available for both pre-disaster and post-disaster mitigation projects (FEMA 2021).

Protecting Cultural Resources from Disaster

Professionals in this field use jargon defined as follows:

> ***Adaptation*** = retrofitting existing structures/infrastructures to withstand, come what will.
> ***Resilience*** = How fast you bounce back depends on how prepared you were beforehand.
> ***Hazard Mitigation*** = Recognizing likely hazards and minimizing damage or building a barrier.
> ***Risk Assessment*** = First step in all of the above
> ***Recovery***= The future will look different than the present. Not everything will survive.

The Adaptative retrofitting of existing structures requires the support of the builders/landowners, and effective codes enforcement. Resilience requires both planning and the money to rebuild. Those in public office often find such "rainy day funds" an irresistible temptation. Hazard Mitigation requires codes enforcement, sometimes zoning, and (depending on the scale of the effort), the exercise of eminent domain. Risk assessment means knowing your odds and planning for being wrong (see below). Recovery is what happens after the debris has been cleared, the insurance agents have been called, and the emergency response is done. Recovery is an advanced stage of mourning, and may require a symbolic rallying point for the community; the statue that did not fall, getting the clock-tower fixed, etc.

The Secretary of the Interior has issued "Guidelines on Flood Adaptation for Rehabilitating Historic Buildings" (SoI 2021). The new Guidelines distinguish between "dry" floodproofing, which is intended to keep water out of a building, and "wet" floodproofing, designed to allow water to flow through a building while minimizing structural damage. In practice, flash flooding from above is so violent that "wet" floodproofing or landscape barriers are often the only options.

Risk Assessment and Disaster Management

The old Sanborn Insurance Maps are good examples of risk assessment. These were developed for assessing fire danger in urban settings and are now an invaluable historical record of building shape, size and materials, for every block of downtown, for nearly every downtown across the country. What a data gathering effort! We all need good raw data, predictive modeling and reliable statistics on which kinds of emergency events are likely to happen in proximity to our inventory of cultural resources. Remember that local cultural resources extend past the local historic overlay district.

Floods, both fluvial and pluvial, straight-line winds or "micro-bursts," fire, forest fire, tornadoes, extremes of snow and ice, extreme drought, earthquakes, prolonged utility outages, even probable lines of attack in times of war can all be modeled as natural or man-made networks interacting with known landforms. The likelihood of disaster can be mapped on GIS by proximity (what GIS folks calls "buffering") to dry woods, high wind exposures, floodplain and flash flood elevations, etc. Data is required for local natural water storage capacity versus runoff, prevailing winds, etc. When someone points out the high-water mark for the next "100-year flood," they really mean a flood with only a one percent chance of happening this year. A "500-year flood" has a .2 percent chance of happening, but that chance comes around every year. Those numbers were established before the weather began to change at its current rate.

Local county disaster management officers will have already assembled useful statistics on rising costs and/or types of disaster for a given local area. FEMA has a training program called B/CA, a Benefit/Costs Analysis. Chances are the county disaster management office has somebody who has been trained. If unsure, check with the relevant ADD District.

Via the local Disaster Management officer, preservationists can volunteer to serve on the board. Cultural resources are a community asset to be considered in overall emergency response planning. Together, you can prioritize emergency response based on proximity to hazard.

Local communities should prioritize their defenses based on an explicit inventory of cultural resources, but it is wise to know which resources deserve the most dramatic efforts. We should all be asking, "Can we build something or alter something already in place to lower the risk?" Flood walls, controlled burns, wind-abatement landscaping, sandbags, storm runoff containment ponds, "hardened" utilities infrastructure are all possibilities.

Planners need to know what needs to be evacuated on short notice, like collections from a flooded museum. One of the best strategies is to create a call tree of volunteers to implement a disaster plan. Prior public education and awareness can psychologically prepare the community for recurring disasters like flooding. Sometimes the public needs prodding out of torpid resignation. Develop a trained Triage Team for Cultural Resource intervention.

At-risk communities and private citizens should consider raising an endowment as a local disaster relief fund (federal funds cannot be used for this one). This is a particularly good idea to assist farm owners with replacing barn roofs damaged by increasingly violent winds. Remember, sometimes the most intelligent response to a given risk is simply buying an Insurance Policy.

APPENDIX E: SURVEY ANALYSES

SURVEY DESIGN

In order to establish any changes or trends, we elected to revisit the website-based voluntary survey used for the last Five-Year State Historic Preservation Plan (Birenberg 2017). In fact, we copied the first fourteen questions nearly verbatim from that survey, although we inserted the opportunity for respondents to write answers in their own words, using an "Other" option. We then scoured Preservation Plans from other states looking for good survey questions and adapted five additional questions for the public survey (IDCA 2013; IDNR 2020; ISHPO 2016; GHPD 2022; LSHPO 2017; MHC 2018).

A second survey was designed independently from the public survey, targeting Kentucky's active preservation community, whether professionals in Planning, Historic Preservation, Cultural Resource Management or allied fields, or volunteers serving on preservation non-profit and municipal boards across the Commonwealth. Unlike the first survey, the second was limited to seven open-ended essay questions.

To leverage the power of the internet, we asked additional public and private organizations to post links to our surveys and send links to the surveys to their respective membership lists as email blasts. A list of organizations contacted is found in **Appendix C**. Our carefully selected hosts attempted to reach the broadest cross-section of the public. The professional survey link was sent to 38 host organizations; the public survey was sent to 28 host organizations, to all of whom we are forever grateful. Of course, the KHC also posted a link to the survey on our own website and promoted it with a combined radio and social media campaign. In practice, the surveys were conducted and tabulated by "SurveyMonkey," a commercial service.

In addition to spreading the word through website postings and email blasts, the Planning Coordinator was interviewed about the survey for a radio show on WFTM, Maysville, Kentucky, which was then reposted as a podcast and picked up by various radio stations across the Commonwealth. The podcast was also featured on various social media platforms.

Survey Range of Error

For those curious about the statistical viability of our survey data, the first thing to remember is that this is not a "probability sample" but is instead a "self-selecting sample," based on website invitations to take a survey. Self-selecting sample surveys are inherently less reliable than a random sample. That said, the rule of thumb for any survey is that you need more than 100 samples and should try to sample 10 percent of the population up to no more than 1000 samples to obtain a reasonable margin of error.

If this were a random sample, for any populations greater than 5000, 384 samples would yield a +/- 5 percent margin of error, while 1000 samples of the same population would yield a +/-3% margin of error.[1] With a non-random sample, those percentages are going to be higher but are not strictly quantifiable.

Kentucky has 4.51 million people. Our public survey as of May 15, 2022 has 945 responses. If this was a random sample, we could expect about a 4 percent margin of error, an acceptable margin. The "professional" survey has only 40 responses, for a theoretical population of preservation-minded folk of undetermined number (500-1000?). True make-a-living-at-it preservation professionals are probably fewer than 500 in the Commonwealth, in which case we are approaching a 10 percent sample.

SURVEY 1: THE PUBLIC SURVEY

All questions were randomized. The first 14 questions are repeating questions from the previous 5-Year Historic Preservation Plan (Birenberg 2017).

1) **What is your community of residence, in which state?**
2) **In which county do you reside?**
3) **What is your zip code?**

The geographic coverage of our respondents is illustrated in Figure E.1, using data from Question 2. Note the strong response rate from counties hosting large cities (**Figure E.1**). In contrast, Mason County has a relatively small population but was the location of the radio station hosting an interview about the Survey. Still, Mason County is punching way above its weight.

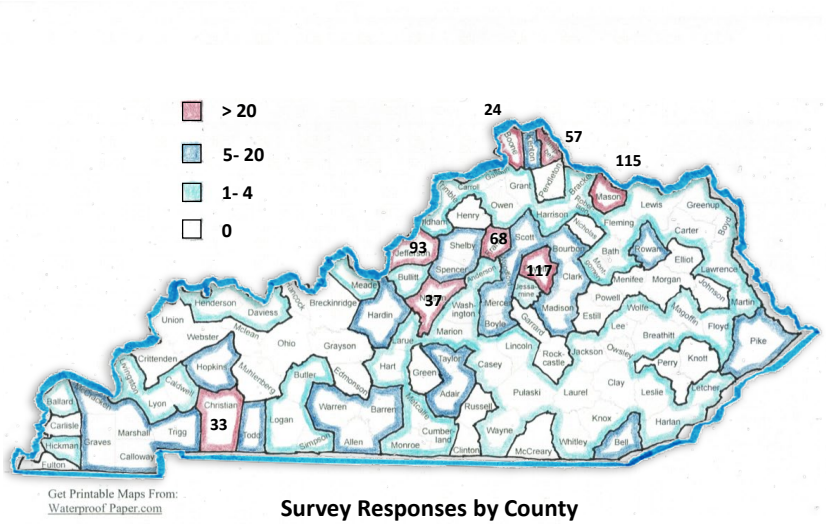
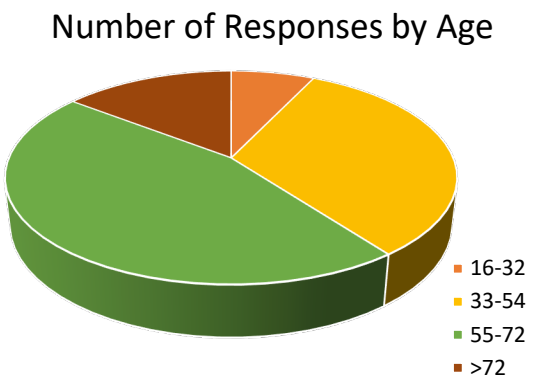


Figure E.1

[1] Sampling methodology is based on "Sampling Methods for Political Polling," American Association of Public Opinion Research, https://www.aapor.org/Education-Resources/Election-Polling-Resources/Sampling-Methods-for-Political-Polling.aspx, accessed March 2022, and "How to Choose a Sample Size, for the Statistically Challenged" Practical Tools for International Development at https://tools4dev.org/resources/how-to-choose-a-sample-size accessed March 2022.

4) What is your age?

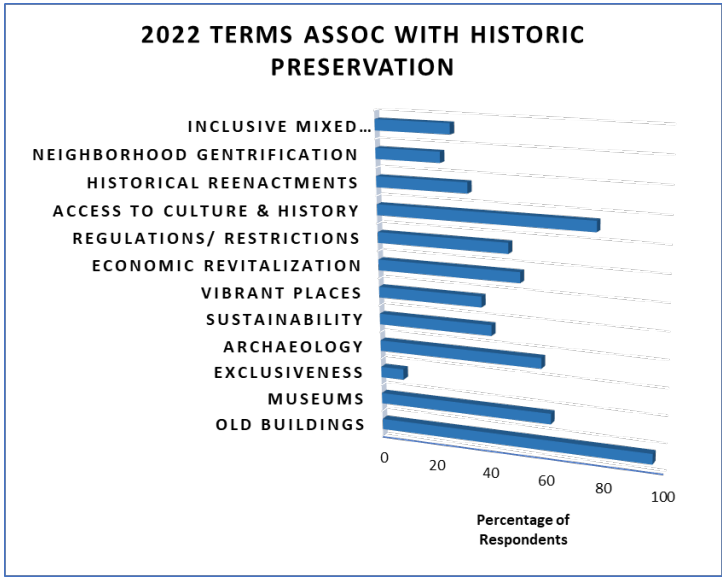


When compared to the 2017 survey results, our respondents include a higher percentage of older people, reflecting the aging baby-boomer generation currently providing the lion's share of support for the Preservation movement. This should be a wake-up call that we need to better engage young people and encourage their participation.

Figure E.2

Question 5. Which of the following do you associate with the term "historic preservation?" (please choose all that apply)
Old Buildings/ Archaeology/ Economic Revitalization/ Historical Reenactments/ Museums/ Sustainability/ Regulations & Restrictions/ Neighborhood Gentrification/ Exclusiveness/ Vibrant Places/ Access to Culture and History/ Inclusive, mixed neighborhoods/Other (please specify).

Figure E.3

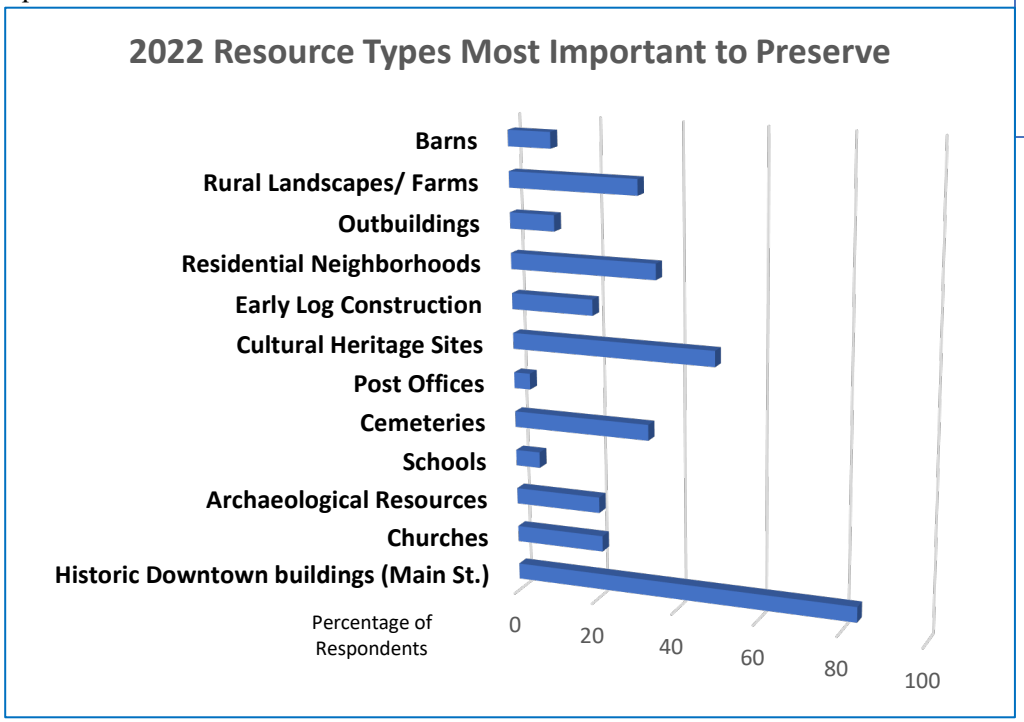


Our 2022 survey responses are nearly an exact duplicate of our responses from 2017, suggesting that public perceptions of historic preservation in Kentucky have not changed. The good news is that the negative perceptions have not increased.

Question 6: In your view, what are the most important roles of historic preservation? (please choose up to three) To preserve the tangible reminders of our history for future generations/ To act as an economic catalyst/ To renew existing structures and neighborhoods for continued use/ To keep aspects of different cultures alive and relevant/ To provide a sense of identity and place/ Other (please specify).

Figure E.4

Again, our responses received for the standardized questions matched those of the 2017 survey almost exactly (**Figure E.4**). For the 2022 survey, we added an "Other" option to allow for more personalized responses, and we received 38 such responses. The three most frequent write-in responses suggest that the role of historic preservation is to educate (n=8), to prevent the destruction of historic resources &/or redirect modern development (n=4), and to promote the aesthetic appreciation of the resource base (n=4). There were some negative remarks, including one person who thought the role of historic preservation was to "line the pockets of select people," and two others who associated historic preservation with "additional rules & regulations." All of these themes reappear in the responses to subsequent survey questions.



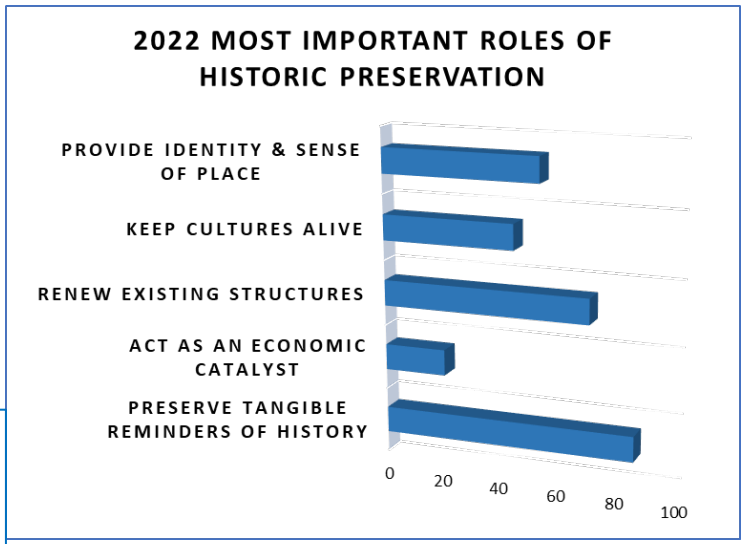


Figure E.5

Question 7: Which historic resource types are the most important to preserve in your county? (choose up to three) Historic downtown buildings (Main Street)/ Archaeological resources/ Cemeteries/ Cultural heritage sites/ Residential neighborhoods/ Rural landscapes and farmsteads/ Churches/ Schools/ Post Offices/ Early log construction/ Outbuildings such as Springhouses/ Barns/ Other (please specify).

When compared to the results from 2017, in 2022 there is now more support for barns, outbuildings, early log construction and archaeology sites, but the increases are small, and the ranking between choices has remained constant (**Figure E.5**).

We received 73 "Other" responses, which can be generalized into clusters of resource types or related topics. The most common response reflects standard NPS language for historic preservation, seeking historically or architecturally significant properties (n=10). The second most common response recommends properties reflecting alternative cultural narratives and difficult or contested histories (often African American history was used as the example) (n=7). Seven respondents recommended Industrial sites such as mills, distilleries and bridges. Four respondents noted that location outside of district boundaries should not be a barrier to preservation. Several respondents support the preservation of rural landscapes, particularly dry-laid stone fences. One dissenting voice suggested that all historic properties should be torn down and replaced with modern sustainable housing.

Question 8. What are the challenges to preserving important historic resources where you live? (Choose up to four) Lack of understanding of Kentucky's history/ Lack of local support from community leaders/ Lack of investment in downtown/ No mention of Preservation in Comprehensive Plan/ No local Preservation Ordinance/ Demolition by Neglect/ Lack of education about the benefits of Historic Preservation/ Too many resources have already been lost/ Lack of involvement by residents/ Lack of contractors with preservation training/ Perceived costs of rehabilitation/ Emphasis on sprawl-type development/ Rehabilitation Costs/ Other (please specify).

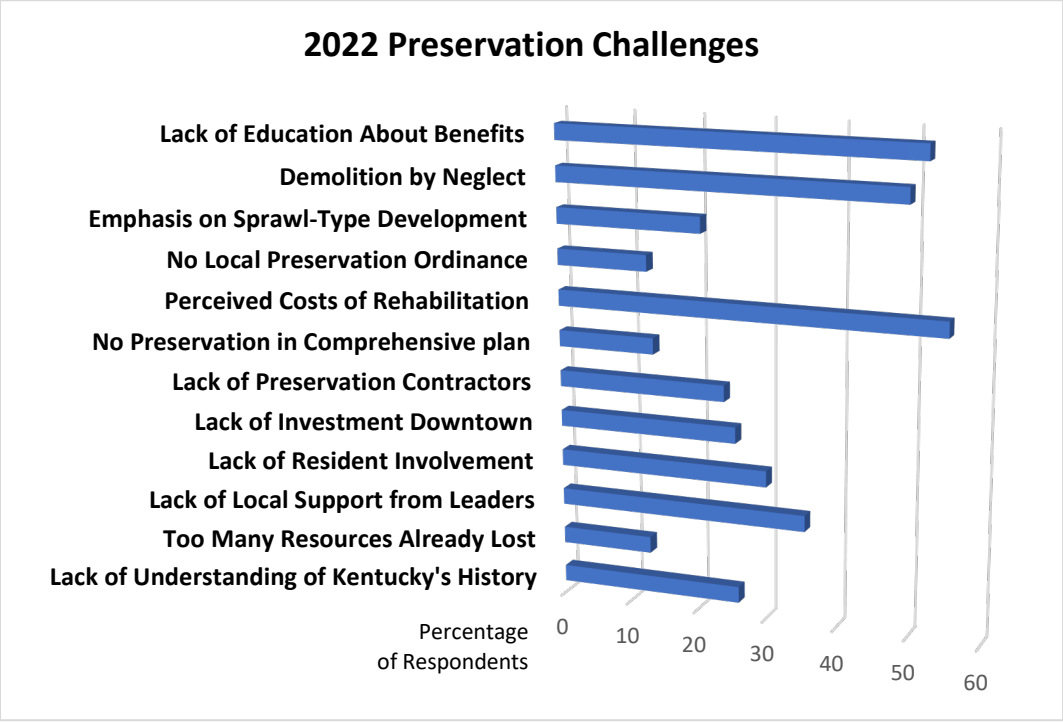
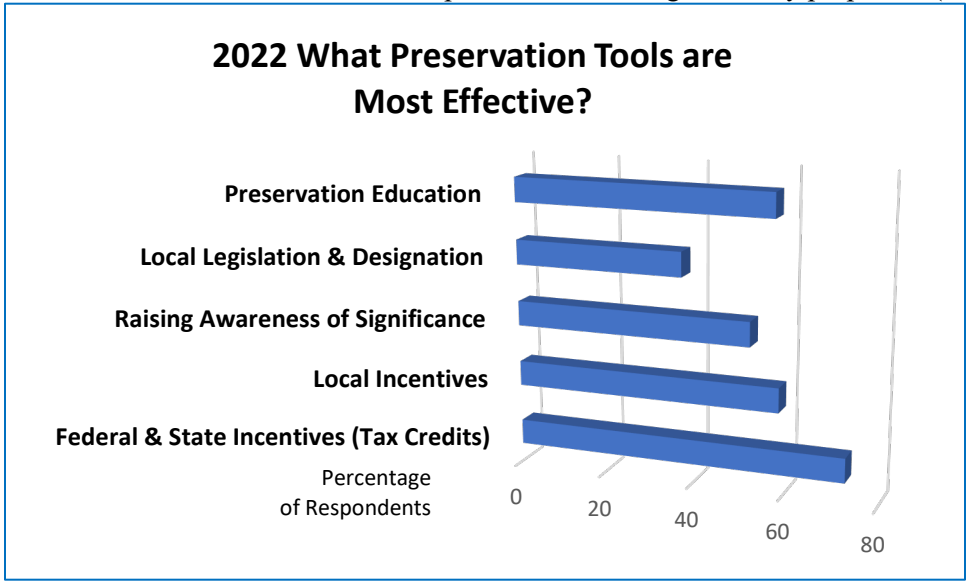


Figure E.6

Our 2022 responses for Question 8 diverged slightly from the 2017 responses (**Figure E.6**). Fewer people think that residents are uninvolved, while more people think that demolition by neglect is a major issue. The perceived cost of rehabilitation is now seen as the leading challenge, whereas in 2017 most thought that the lack of education about the benefits of historic preservation was the leading challenge.

Despite those exceptions, the general pattern of the graph above is more or less the same as the 2017 graph. Ninety-one of 942 respondents wrote an "Other" comment for this question, or nearly 10 percent of all respondents. Several issues were referred to by more than five respondents, including:

- Rehab Standards/Design Review Guidelines/Permits that are too strict (n=13),
- Distrust of local government officials or doubting the fair application of the law (n=10),
- The lack of landowners informed on the benefits of historic preservation (n=9),
- Codes that are not enforced or do not address landlord neglect and demolition by neglect (n=8),
- Large scale development allowed by ignoring or betraying existing zoning (n=8),
- The lack of diversity in historic preservation (n=7),
- The conflicting government programs that subsidize window replacement vs. local design review requiring window restoration (n=5),
- Local Codes that do not allow upstairs residential rehab of commercial buildings (n=5), and
- Too wide a focus in historic preservation, saving unworthy properties (n=5).



One person wrote, "Time, money and procedural requirements make the task too daunting even for those with the means to do it. It is now a fight instead of a joy." In the interests of full disclosure, another person noted, "Incompetent government agency and non-profits at the State level." Ouch.

Question 9: What are the most effective tools for preserving historic resources? (choose up to three) Federal & State incentive programs/ Local incentive programs/ Raising awareness of the significance of resources/ Local legislation and designation/ Preservation education/ Other (please specify).

Figure E.7

For Question 9, there is almost no difference between our 2022 responses and those of 2017 (**Figure E.7**). People are now more impressed with Federal & State economic incentives (tax credits) and preservation education than they were in 2017, otherwise the graphs look identical. Sixty-three respondents (6.7 percent) wrote in an "Other" response. Many of these ideas for effective preservation tools are traditional, while others are refreshingly unique.

- Landowner Education rose to the top of the write-in list, with 19 respondents who suggested tax credit workshops, better leadership and communication skills at the local and agency levels, and the usefulness of local events, volunteers and block parties.
- One respondent noted that, "The most effective landowner education is one local person with money and a vision."
- Fourteen people noted that local governments needed to both encourage the neglectful to sell (using a variety of punishments via codes enforcement) and provide meaningful landowner financial incentives.

- Six people suggested using Zoning to discourage subdividing historic residences into apartments, and to discourage suburban build-out.
- Five people noted that having a good general contractor and a skilled workforce are important, and that preservation trade schools are a huge asset.
- One respondent wanted nothing to do with historic preservation, and suggested instead that, "If the government wants to control which buildings are preserved and how they are preserved, then the government should purchase the property and maintain it themselves at their expense."

Question 10: How can historic preservation make the greatest positive impact where you live? (choose up to 3). Increasing opportunities for heritage tourism/ Increasing the historic downtown's economic contribution/ Renewing walkable neighborhoods/ Preserving rural landscapes from development/ Improving blighted conditions/ Preserving archaeological resources/ Maintaining identity and sense of place/ Providing places where people like to gather/ Protecting resources from federally funded or permitted activities/ Other (please specify).

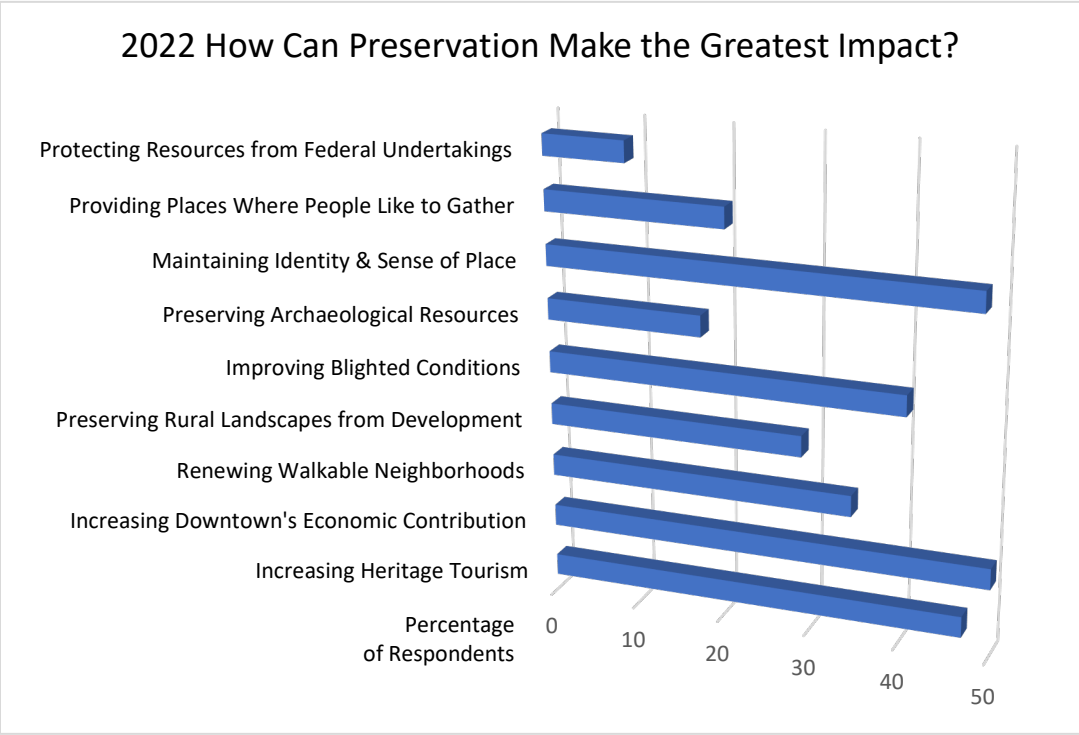


Figure E.8

While the same pattern of responses occurs in both the 2017 and 2022 surveys, there were several shifts in relative importance (**Figure E.8**). Fewer people in 2022 look to preservation to provide gathering places, while more people now believe that preservation maintains community identity and sense of place, and that preservation can increase downtown's financial contribution. The largest change is the increased certainty that preservation can improve blighted conditions, moving from less than 25 percent in 2017 to ca. 40 percent in 2022.

Forty-three people replied in the "Other" category, with less overlap in the responses than we have seen for other questions, perhaps because some thought that the "biggest impact" was to promote preservation itself, not to leverage preserved properties for other kinds of social good. Many responses continued to suggest ways to improve historic preservation

programs, which was not the intention of the question. For example, some suggested that financial incentives would help historic preservation, while others thought that historic preservation was a financial investment into the local economy. Granted the two are not mutually exclusive, but the latter responds more directly to the question.

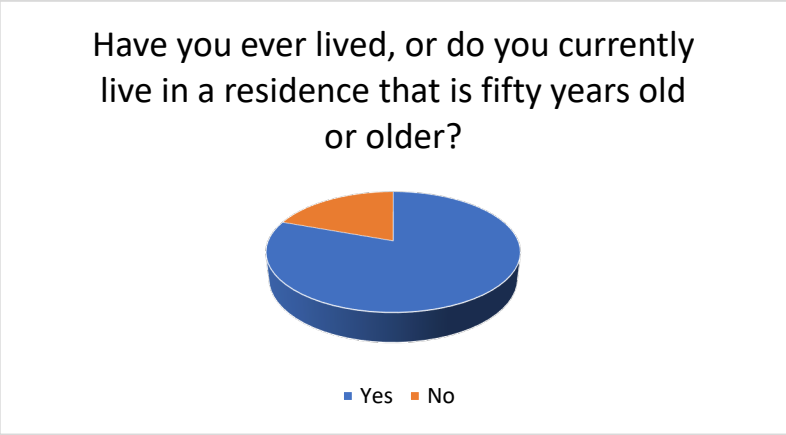
That said, our most common responses to Question 10 were: Historic Preservation and Education together form a positive feedback loop (n=5), Historic Preservation facilitates new jobs, increases property values, and has positive social impacts (n=3), Historic Preservation protects the integrity of neighborhoods from redevelopment (n=4), Historic Preservation is capable of celebrating diversity (but we are not there yet) (n=5).

Question 11. Which preservation goals are most important for Kentucky? (Choose up to four). Identification, assessment, and designation of historic resources/ Education and Training/ Developing public and private preservation partners/ Strengthening historic downtown commercial districts/ Planning for the impacts of natural disasters on historic resources/ Promotion of historic preservation at the local level though planning and legislation/ Strengthening preservation efforts for nontraditional resource types/ Increasing cultural and ethnic diversity in the preservation movement/ Facilitating greater participation from stakeholders in the site protection process (Section 106)/ Other (please specify).

Figure E.9

Perhaps because we asked respondents to pick up to four of ten options, the 2022 results are more positive across the board, making direct comparisons to the 2017 results difficult (**Figure E.9**). Support for most categories rose between 7-10 percent compared to the 2017 results. Support for Education and Training declined slightly (3%), a particularly surprising result, since Education and Training are warmly supported elsewhere in the survey.

Support for public-private partnerships rose by 12%, the largest margin recorded for Question 11. Of the 38 write-in responses to "Other," the only theme with more than 5 responses was the need for additional funding for Historic Preservation. Themes with more than one response included the need for more trained Preservation Tradesman (n=3), economic support for improving the sustainability/carbon footprint of historic properties (n=2),



better Inclusiveness in preservation (n=2), more live workshops teaching preservation skills (n=2), increasing marketing, branding and living history exhibits in pioneer and civil war sites (n=3), and not allowing regulations to discourage private rehab projects (n=2). One intriguing response bears quoting in full, "*I am unsure as to the direction of commercial districts, due to rapid changes in how people now consume goods and services.*"

Question 12. Have you ever lived, or do you currently live in a residence that is fifty years old or older? Y/N

Figure E.10

The actual figures for the pie chart above are 80.5 percent yes, and 19.5 percent saying no (**Figure E.10**). In 2017, the number of people living in houses over 50 years old was about 68 percent. We should take this as a warning that a greater percentage of our 2022 responses have come from people already predisposed to support historic preservation. For that reason, we have been including examples of dissent even when they represent less than five percent of our responses. We need to understand the opposing point of view.

Question 13. In regards to a real estate purchase, would you consider buying a building 50 years old or older? Y/N

- **If no, why not?**

Figure E.11

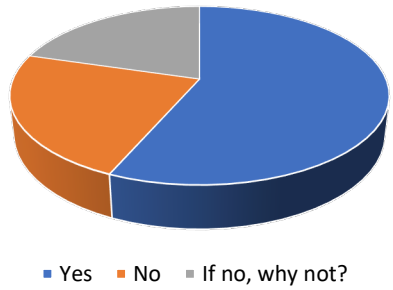
This is a similar question to Question 12, with similar results. Over 85 percent of the respondents said they were willing to buy a property older than 50 years old. Again, this should warn us that our survey reached a greater number of people already invested in historic preservation. The pie chart is virtually identical to that generated in 2017, although in 2022 we subdivided the negative respondents with a follow-up question.

It is worth noting that a 50-year-old house would have been built in 1972 and is far more likely to accommodate current lifestyles than would a house of (for example) 1872.

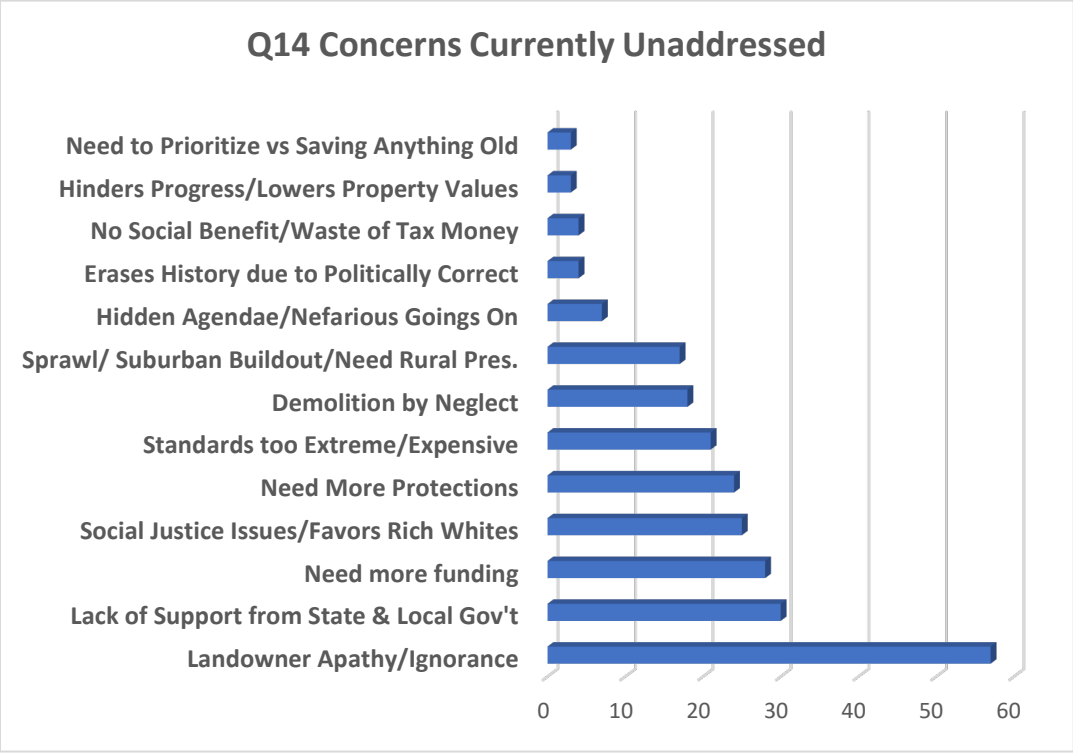
Seventy-one people wrote in responses to "If no, why not?" regarding the purchase of a house more than 50 years old. Twenty-seven respondents were wary of high repair and maintenance costs, twenty-two said they were too old to take on a new project, twelve said they could not afford to live in an historic house, and seven were simply not in the market. Those who thought they could not afford an historic house may have overlapping perceptions with those wary of repair and maintenance costs, together accounting for more than half of the negative responses.

Question 14. Do you feel that historic preservation efforts in Kentucky address your interests and/or your concerns? Y/N If no, why not?

Figure E.12



In 2017, nearly 70 percent of respondents felt that the preservation effort was addressing their concerns. As of 2022, that number has declined to 56 percent, or 405 of 946 responses.



Rather than repeating word for word the concerns that need addressed, the responses have been aggregated into a few shared themes. The themes display both "Preservation Needs Improvement" sentiments, and comments openly hostile to Historic Preservation as practiced.

Figure E.13

At least 21 respondents thought the current standards are too strict, and there seems to be gathering resentment towards the removal of statues and historical interpretations that do not reflect modern "woke" attitudes towards contested histories (**Figure E.13**). In that regard, historic preservation may have

an ameliorating role to play. Many of us have been in public meetings where somebody stands up and says that the preservation process has some hidden agenda or is a waste of tax money. Donovan Rypkema, a real estate economist, has spent the last 40 years proving that historic preservation is an economic driver that raises property values rather than lowers them (Rypkema 2005). Of course, those in the field already know that at the federal level, most preservation work is supported by the Historic Preservation Fund, which does not access any tax funds. Still the perception of preservation as a form of government waste persists. **We need to do a better job of reversing that perception.**

The responses to this question make glaringly obvious that our State Historic Preservation Office needs to raise its public profile, promoting greater visibility and familiarity in its educational programs and grant opportunities.

Question 15. Which historic resources in your area do you consider the most important to preserve? Please rate as not important, somewhat important, important, or extremely important: Main Street/ Downtowns/ Houses/ Cemeteries/ Historic Landscapes/ Public Buildings (courthouses, city halls, and schools)/ Public Spaces/ African American Resources/ Residential Neighborhoods/ Prehistoric Sites & Landscapes/House Museums

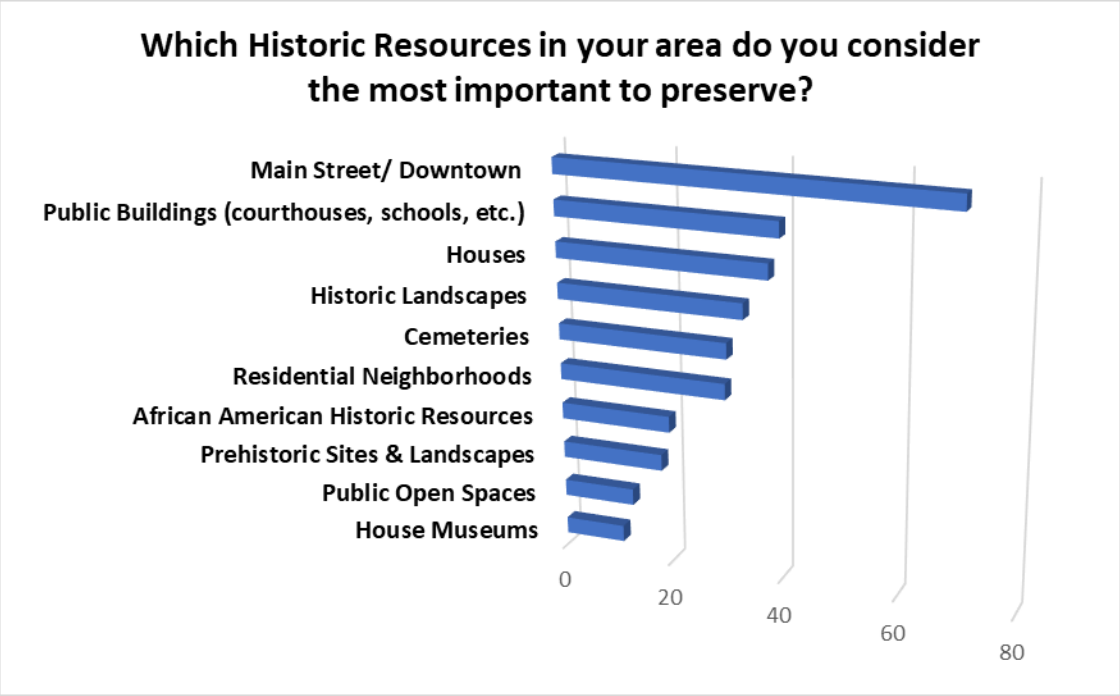
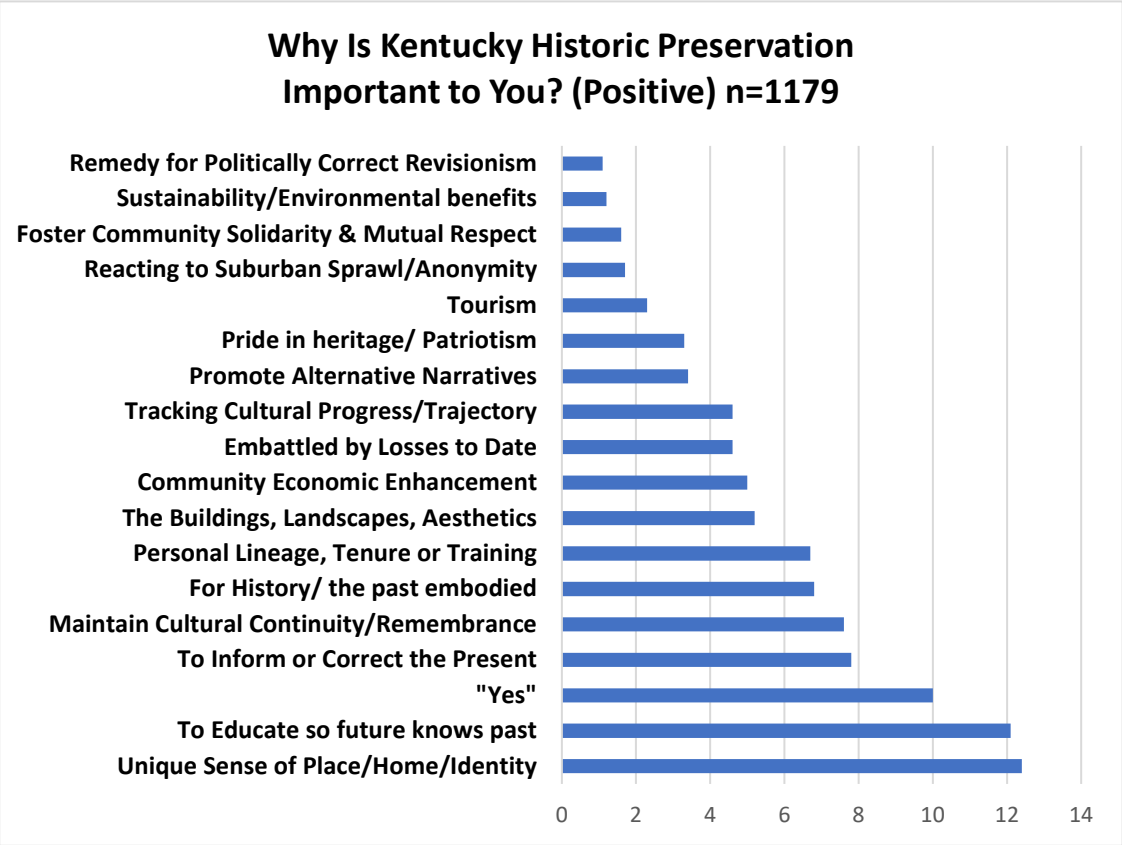


Figure E.14

The results for Question 15 suggest that many people are already familiar with the economic successes of the Main Street Program, or at least prize the survival of their local Downtowns (**Figure E.14**). The importance placed on Public Buildings is a bit of a surprise, as schools and courthouses do not score well elsewhere in this survey. The fact that more people supported historic landscapes over residential neighborhoods is also a remarkable finding and bodes well for future attempts to designate rural historic districts and landscapes. The bar chart also suggests that we need to do a better job teaching the importance of sites associated with African American history, and Prehistoric sites.

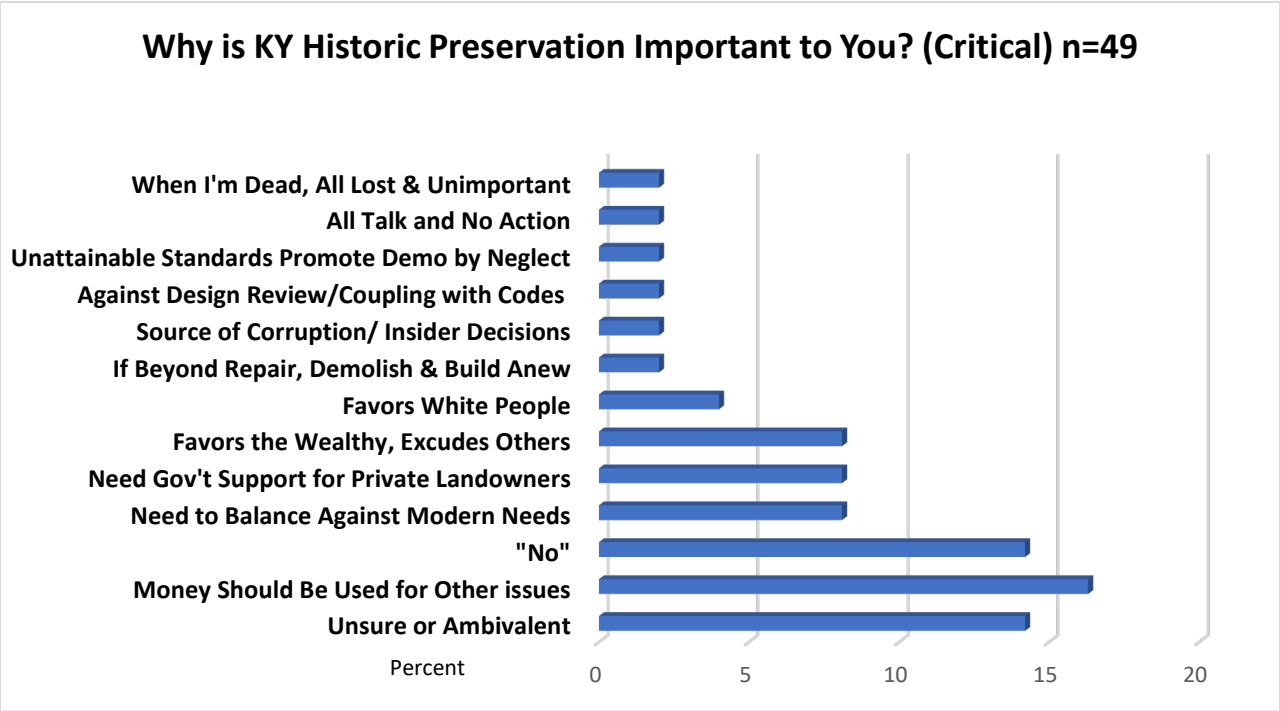


Question 16. Is the Preservation of Kentucky's Heritage Important to You? Why?
Like Question 15, the responses to Question 16 could be easily divided between Historic Preservation enthusiasts and those who felt very differently. We are presenting the results in two distinct graphs. Note that because most people discussed more than one theme, we have more responses tallied than we do respondents. Out of 1228 responses, 49 of them (or 4.1 percent of the total) were rather negative. We present the positive results first:

Figure E.15

Figure E.15 clearly indicates that among the supporters of Historic Preservation, saving a sense of identity/ home, and teaching the past to the next generation lead all other themes (**Figure E.15**). A significant number of responses simply said "Yes," ignoring the "Why" at the beginning of the question. Expressions that came up several times include "the embodiment of the past," and "to inform or correct the present." These are sophisticated ideas that imply using the built environment/ material culture as data. Several respondents assume that History describes a march towards an ideal, and that Historic Preservation is a record of our progress.

One person summed things up nicely, **"Our heritage creates a common thread with residents and leads to increased commitment to the health and preservation of the community."** While another said, "**Kentucky is not yet grossly overdeveloped, and we still have time to develop wisely, using our visually apparent history as one striking way to differentiate our cities and state from Anywheresville, USA.**"



We are presenting the negative responses to Question 16 next. If we are to take the decline in public satisfaction expressed in Question 14 seriously, we need to pay particular attention to those willing to express negative sentiments.

Figure E.16

The most popular response was that the money would be better used for other purposes, the assumption being that we are talking about public funds (**Figure E.16**). There are several very interesting responses trailing behind the "NO" response. We need to balance Preservation to modern needs (for example, if a property is beyond repair it should be demolished), we need more funding, but the awards need to be more transparent, to avoid accusations of favoritism for White people, the Wealthy, and nefarious Insiders. Current Standards are seen as unattainable and part of our current problem with Demolition by Neglect. Some simply do not believe in design review backed by local ordinance. We will return to these themes in the Chapters to follow.

The nihilists are represented well by whomever said, "After I am dead, it is lost forever, and thus no longer important." This is the very opposite of the impulse to hand something important off to the next generation.

Question 17. What do You Consider to be the Most Important Preservation Issues facing Kentucky Now and in the Next Five Years? This is an essay question. The responses were compiled into the following themes, as displayed in **Figure E.17**: Critique of Historic Preservation (4%), Growth/ Sprawl/Demographics (12%), Need More/Better Historic Preservation (16%), Need More Education/ Less Apathy (19%), Need More Funding/A Better Economy (24%), Preserve Specific of Resource Type X (25%). We then broke down each category of responses to better preserve the ideas as submitted. Here are the results from analyzing the Critique of the Historic Preservation effort (**Figure E.18**).

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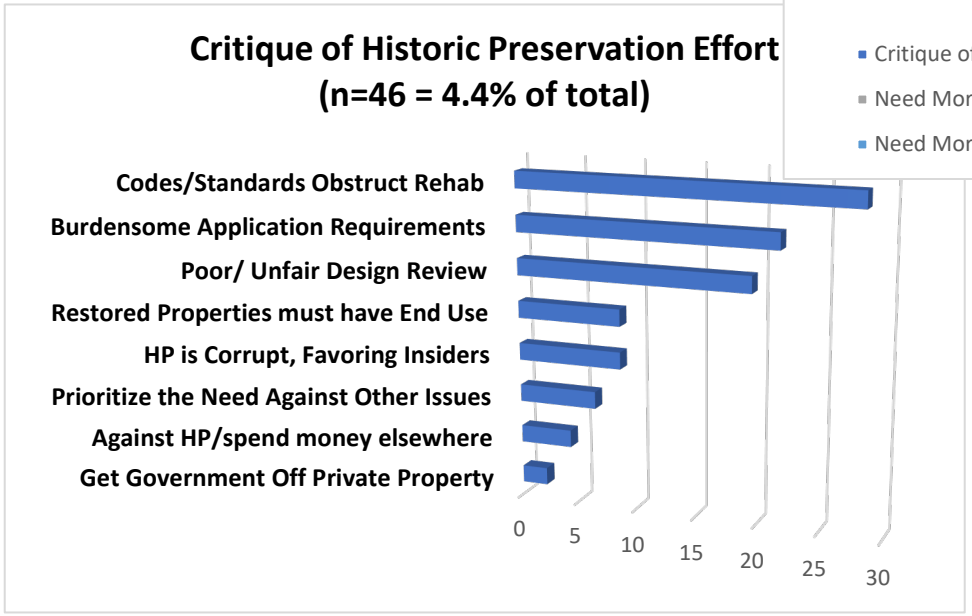
Figure E.17



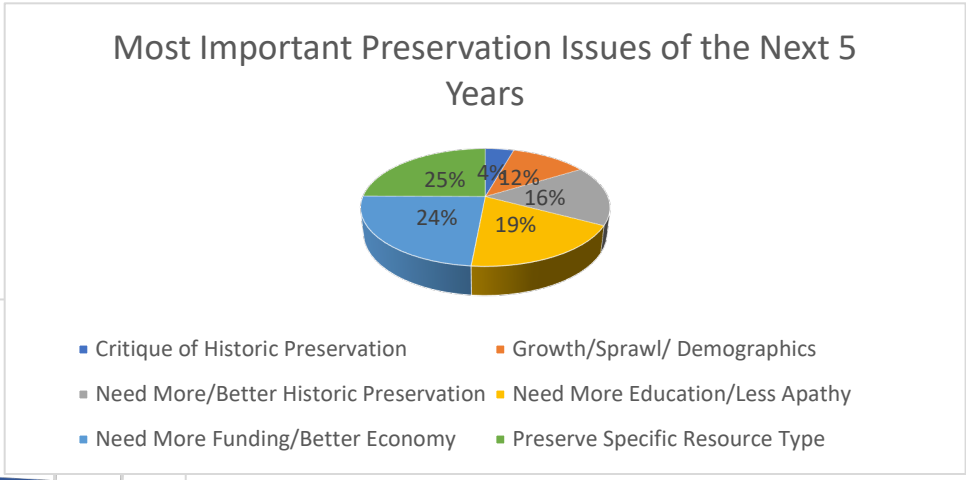


Figure E.18

The "critics of historic preservation" theme was the least popular of the themes presented in Figure 3.18. Again, one of the leading issues among the disgruntled is the perception that the Standards are too strict, followed by Burdensome Application Requirements. Both Certificates of Appropriateness and the Tax Credit program were mentioned as having excessive application requirements. Two of the response themes used words like "Unfair" and "Corrupt," suggesting either inept Design Review or double standards employed by state or local officials. The "hard core" end of the spectrum is a landowner's rights argument, suggesting that Historic Preservation is a kind of forced property taking (despite rulings by the supreme court to the contrary).

Our next theme is Growth, Sprawl and Demographics, presented in Figure 4.19 (**Figure E.19**). This is our most emphatic graph for any of the themes explored for Question 17. People are obviously concerned about suburban sprawl, with other issues far behind. This is one of the first questions where we see concern about speculative "flipping" in historic districts, and a low frequency but explicit split between the generations of the respondents.

The next pie chart explores the responses that called for improving and expanding the Historic Preservation effort (**Figure E.20**). We elected to use a pie chart to dramatize the similarity between 3 of these response themes. Note that "Demolition by Neglect" and "Enforce Timely Maintenance"

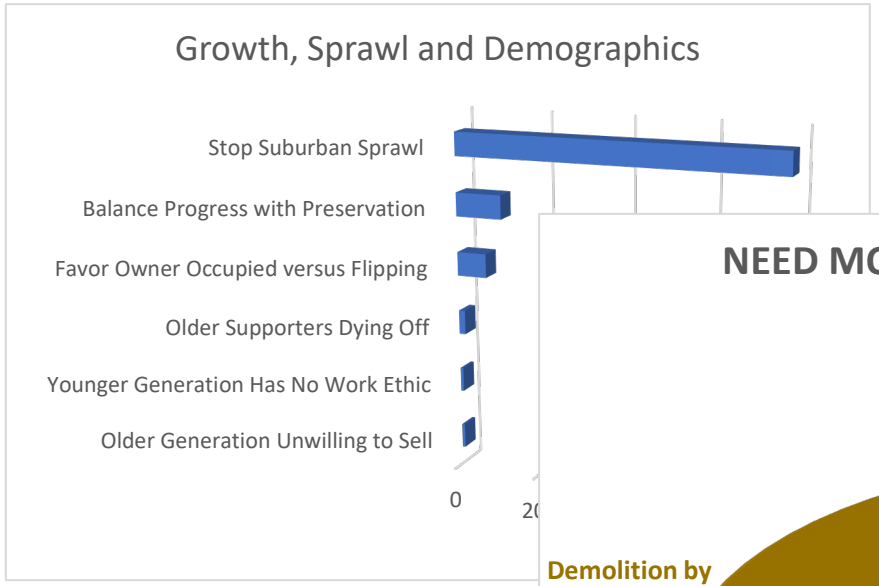
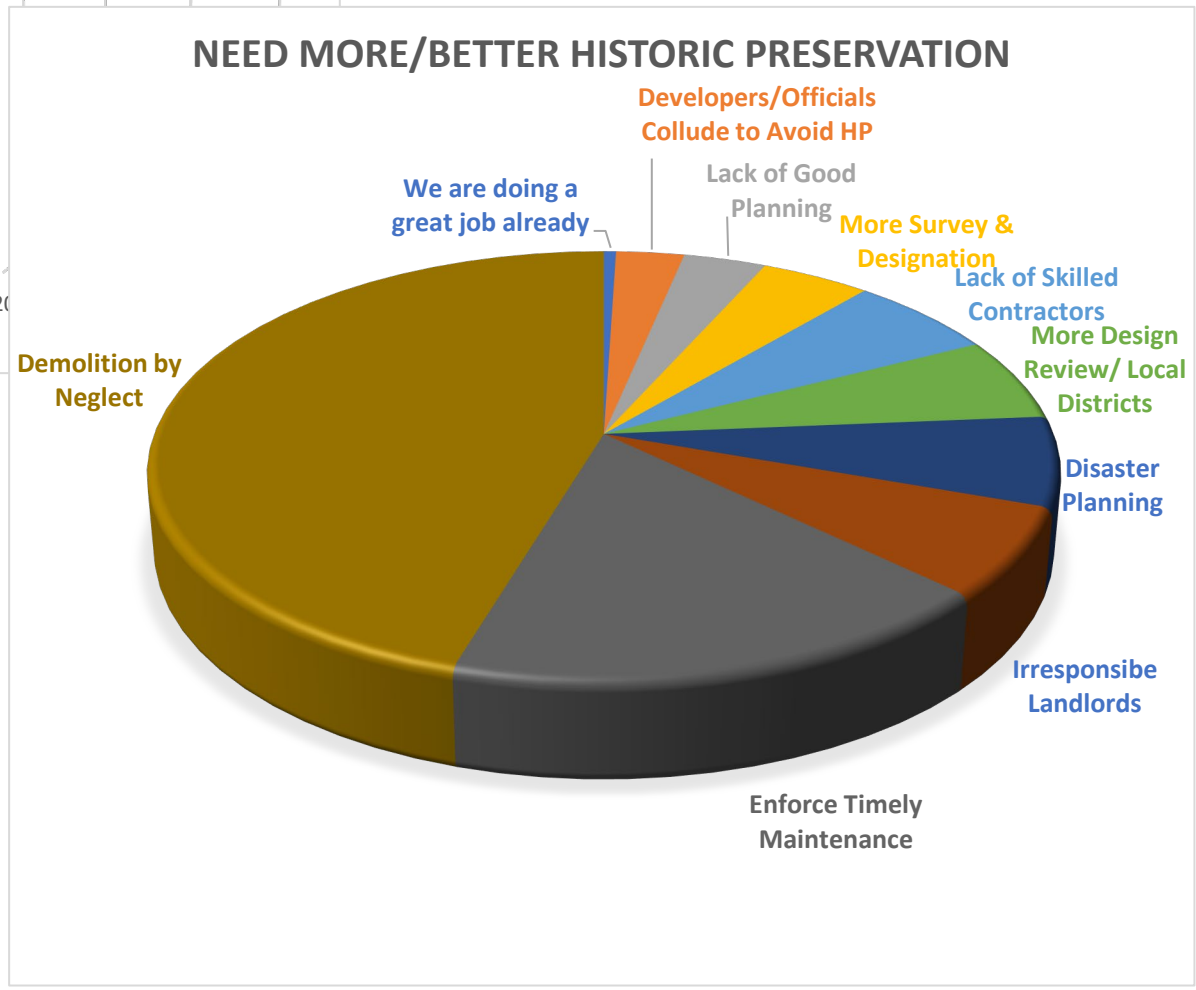


Figure E.19

are two ways of stating the same problem, for a massive 62 percent of the responses in this category. If we add "Absentee/ Irresponsible Landlords," we capture 70% of these responses.

Figure E.20



Our next category of responses revolves around the idea of public outreach, inspiration and education (**Figure E.21**).

The top four response types are related. People are apathetic because they do not know the available programs and value of Historic Preservation, including many in local government. Targeting local government personnel and landowners within historic districts for live events and educational programming would go a long way towards fixing this issue.

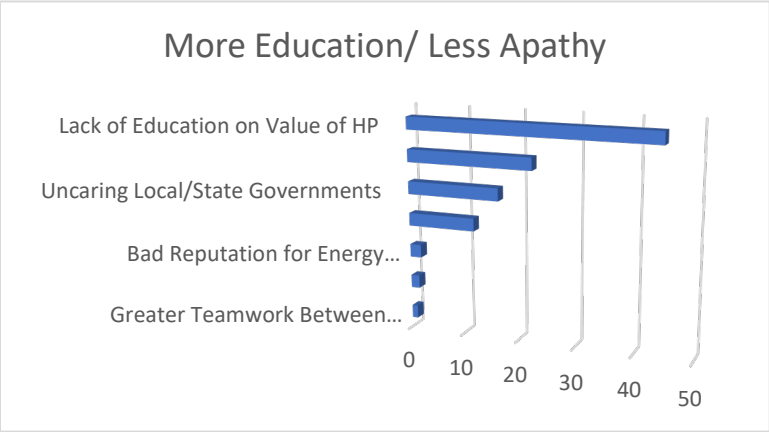
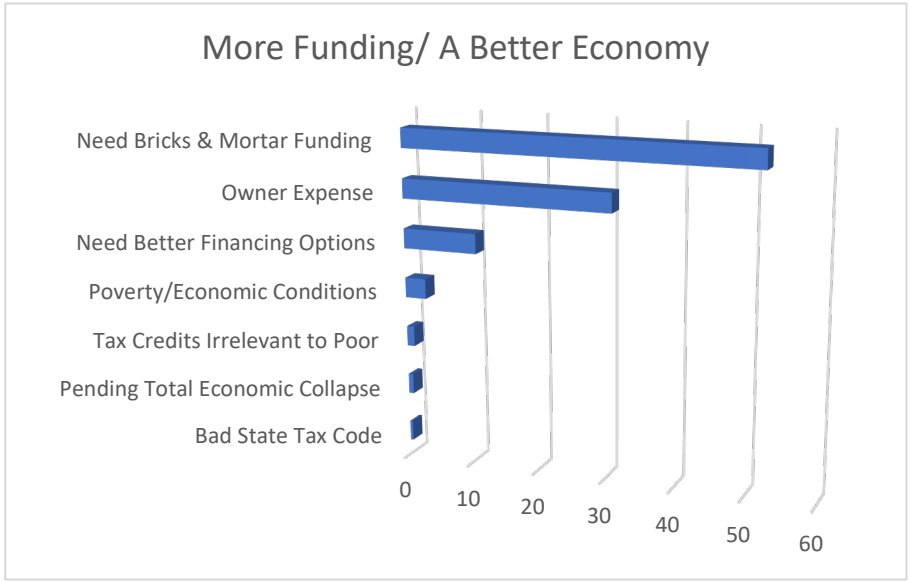


Figure E.21

Our next theme revolves around money and the lack thereof (**Figure E.22**). Both obvious and perennial, the need for funds for the actual business of fixing up historic properties becomes politicized if we throw in the problem of how to engage the poor and the disenfranchised tenant population.

Figure E.22



Obviously, the property belongs to someone else. Under what circumstances can Historic Preservation serve the needs of those without property? Traditionally resource surveys have privileged good architecture falling under NRHP Criterion C. But no community in the country can be wholly captured by its architectural history. We need to reorient on researching the history of our communities, looking for ways to represent the forgotten using Criteria A and B. That barbershop on the corner may not look like much, but it was a social nexus for the whole neighborhood for 40 years. Let's talk about that as something worth our attention.

Our largest category of responses to Question 17 is concerned with preserving specific resource types, presented in **Figure E.23**. The top three resource types targeted are Rural Landscapes, Residential Areas and Downtowns. At about 2/3rds as popular, we again see the need for well-researched alternative historical narratives. The next rung down is in conversation with the last; we cannot afford to destroy the traditional narrative in the process of promoting alternatives. This will require teaching a culture of liberal inquiry in our schools and in our governments. Note the relative lack of interest in Public Buildings, Schools, and Churches in comparison with the results of Question 7, presented above.

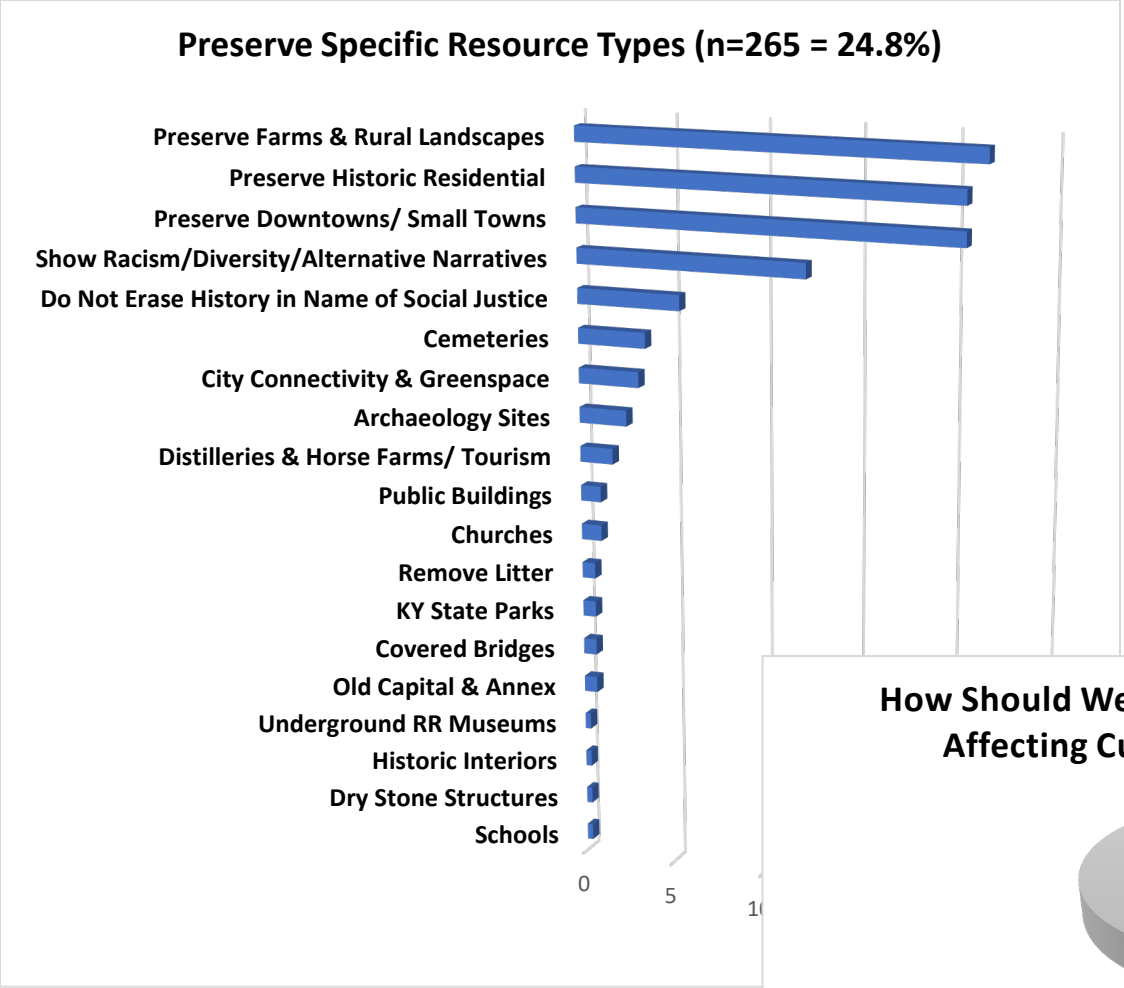
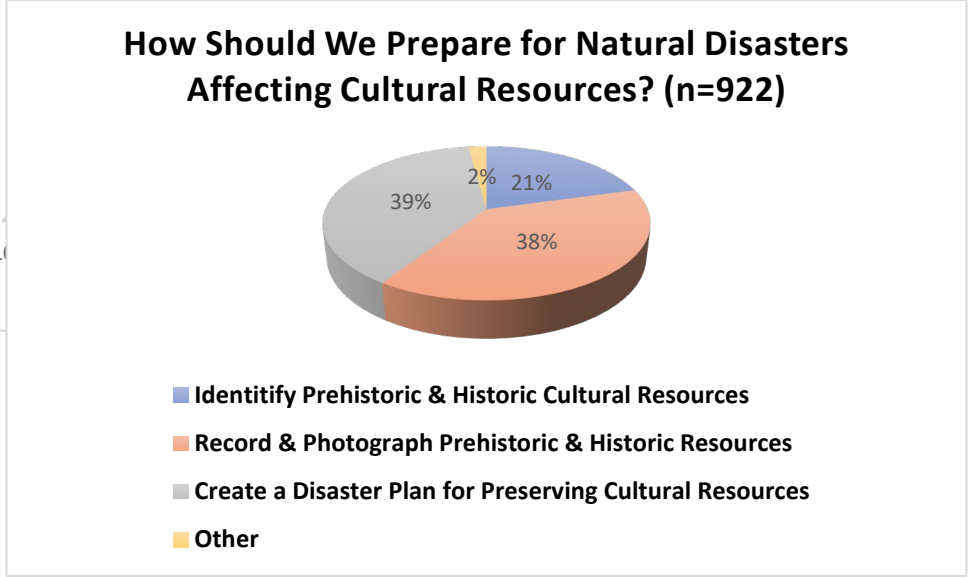


Figure E.23

A comment on Question 17: **By asking an essay question rather than multiple choice, we broke out of the comfort zone of our own received wisdom and heard the unscripted voices of people in response.**

Question 18. How could your community better prepare should a natural disaster affect prehistoric and historic resources? Identify prehistoric and historic resources/ Record and photograph prehistoric and historic resources/ Compile a plan for dealing with disaster-affected prehistoric and historic resources and share it with local governments/interested advocacy groups/ Other (please specify).

Figure E.24



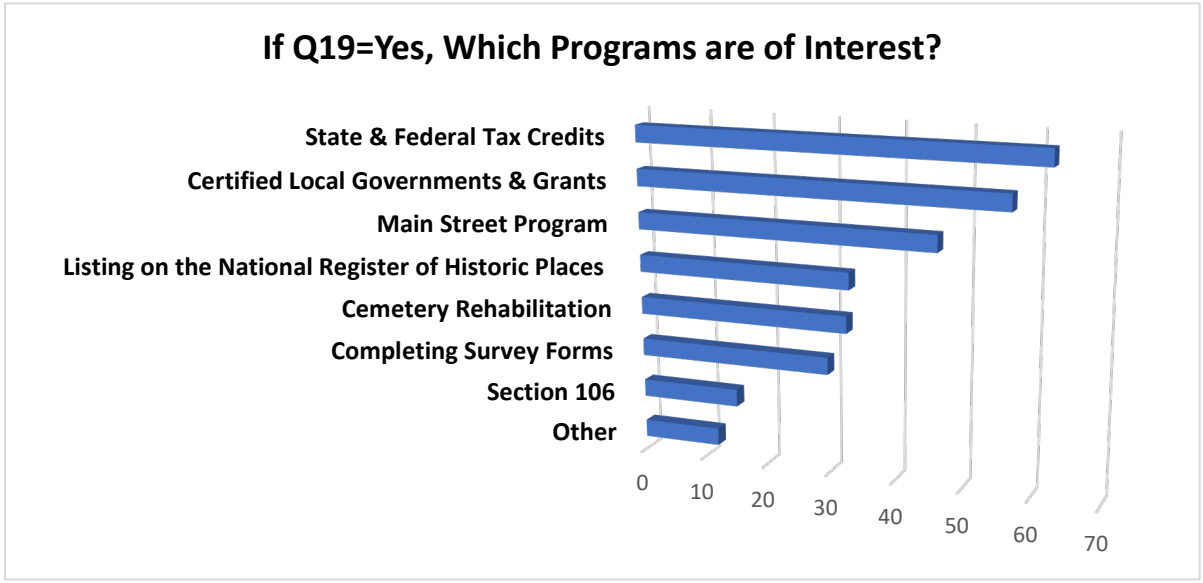
This was in some respects a commonsense question with commonsense answers (**Figure E.24**). To prepare for disaster we first divide our time between surveying for cultural resources and recording them, followed by devising a disaster response plan.

Of the 36 "Other" responses, seven suggested that disaster preparations were inherently futile and a waste of money. The more positive "Other" responses revolve around a few practical ideas: Obtain oral histories before and after the disaster. Either privately insure or make low-cost insurance available to property owners. Create local endowments to mitigate disasters. Create Public funding for disaster relief grants or low-interest loans. Get preservation easements on critical resources. Write disaster abatement measures into local codes.

Effective after-the-fact short-term responses should include saving archival documents/materials and museum collections, delaying all demolition until after professional assessment, providing some public funding to rebuild/repair significant properties, and having a plan in place for what replacement /infill will look like in advance. That last idea was assuming a disaster downtown and devising infill for Main Street.

Figure E.25

Question 19. Is There an Opportunity for our Staff to Offer On-Site Training or Workshops in your Community or Place of Business about Kentucky Heritage Council Programs? Question 19 was posed as a yes or no question, with Question 20 designed as a follow-up to any "Yes" responses. Seventy-nine percent of the respondents replied "Yes," with twenty-one percent saying "No" (**Figure E.25**). That 21 percent is probably a more accurate figure for the nay-sayers in the population than the ca. 4-5 percent of nay-sayers who completed the survey.



Question 20. If you answered "Yes", which programs would interest you or your organization? National Register Listing/ Federal and State Tax Credit Incentives / Cemetery Rehabilitation/ Filling Out Historic Inventory (Survey) Forms/ Federal Section 106 Review of Proposed Construction/ The Main Street Program/ Archaeological Curation/ Filling Out Archaeology Site Forms/ Certified Local Governments & Grant Projects/ Other (please specify) (**Figure E.26**).

Figure E.26

Both the Tax Credit Program and the Certified Local Government program provide access to funds, making them both very popular. The Main Street program is a proven economic redevelopment program. The National Register of Historic Places is a nationwide inventory, commemorating properties of proven historical significance. Hands on workshops in specific preservation skills (like cemetery rehab) may require specialized expertise and/or more than a single presentation. Section 106 is a federal law requiring construction projects that use federal funding or that require federal permitting to account for the effects of construction on properties eligible for listing on the NRHP.

In practice, most of the architectural and archaeological survey work conducted in the United States is conducted under Section 106. The staff of the KHC is willing and able to present these subjects at public events.

SURVEY 2: FOR SPECIALISTS ALREADY ENGAGED IN THE DISCIPLINE

The second survey targeted trained professionals and experienced volunteers already engaged in some aspect of Historic Preservation. Every question was designed for short answer or essay responses. The responses collated and presented herein each received more than one response.

Question 1. What were your greatest cultural resource management/ preservation planning successes in the past five years? Note the strong sense of accomplishment displayed by those who completed a Rehabilitation/Restoration project, and the very close level of accomplishment shared by those completing Surveys, NRHP Nominations, and Archaeological Projects (**Figure E.27**). Those are all long-term commitments, and it is an understandable relief to complete such a project. But look at the same level of accomplishment displayed by those completing "Creative/Meaningful Community Engagement." This accomplishment is more about consensus building and understanding the community meaning of the resources, rather than analyzing the taxonomy of physical objects. It looks like successful agreement documents provide a similar satisfaction, while updating programs & standards, creating a new museum or archive, and other cultural resource management skills are trailing but still valued.

Figure E.27

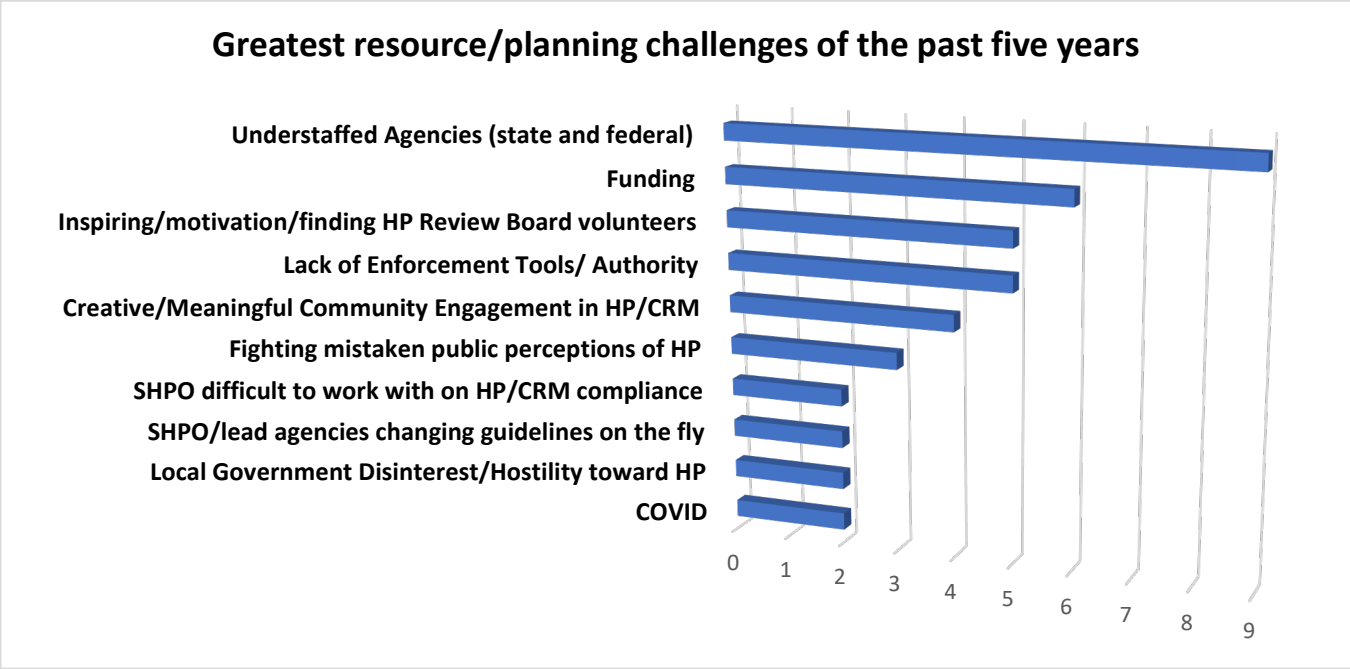


Figure E.28

Question 2. What were your greatest resource/planning challenges of the past five years? Question 2 is the corollary to Question 1, presented below as **Figure E.28**. By far the greatest challenge reported is chronic understaffing at the state and federal level. Please note that at both the state and federal level this may be a lack of Section 106 coordinators/ reviewer staff or might include things like the blow to agency memory in times of high staff turnover. Funding remains a challenge without broad community consensus on the value of the work. The next four responses may be related, including finding it difficult to recruit and inspire volunteer board members, a chronic lack of enforcement mechanisms (here we are talking about local design review), a general lack of community engagement, and public misperceptions concerning Historic Preservation. We need to create a broader base of support. The next three responses moving down the chart are troubling to those of us working at the state level: the KHC is seen as difficult to work with, changing guidance on the fly, and local governments are seen as disinterested or hostile to Historic Preservation, describing it as in opposition to progress measured by new construction.

Question 3. What is the hardest part of your job (based on what you do)? Question 3 speaks to the daily frustrations of working in Cultural Resource Management and in planning (**Figure E.29**).

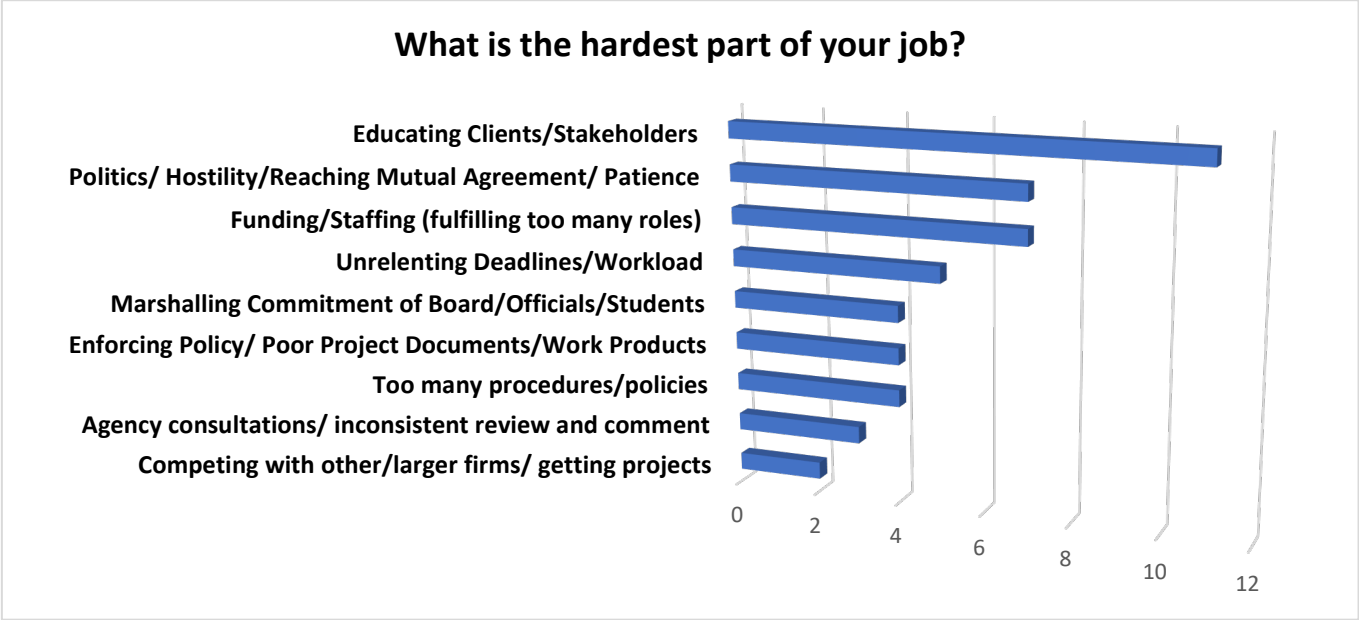


Figure E.29

Public/stakeholder education is the overwhelming front runner for the most difficult part of the job, followed by nearly a third fewer observations on office politics, patience and even funding and staffing. Workload is a particularly bad issue in understaffed offices.

Marshalling commitments from volunteers and officials (who should know better), runs neck and neck with enforcing a quality work product in the face of too many policies and procedures. Business competition is difficult on the actors, but good for species health.

Question 4. What is the most rewarding part of your job? Question 4 is the corollary of Question 3 (**Figure E.30**).
Hopefully it does not reflect badly on the people of our industry that "helping people" came in last on this question, even after the reward of getting the project done (**Figure E.30**). Most people who work in planning and historic preservation love the landscapes, the buildings, the archaeology sites, in other words the Resource. What they don't teach you in school is that you cannot study a place for any length of time without falling in love, at least a little bit. Saving the resource is always rewarding, but not always possible. One respondent to Question 4 noted, **"Bridging the gap between past and present is the most rewarding part of my job. Especially when we get to apply what we learn to solve modern problems and share the information with the communities where we work and live."**

Figure E.30

The middle ranks of Figure 4.30 are mirror images of the hardest part of the job described in Question 3: If achieving a quality product and educating the public are challenges, achieving great project outcomes and seeing learners execute are high rewards. The meme that really jumps out of Figure 4.30 is one that transcends all of our frustrations: "Discovering new evidence of the Past." The Resource base is data; may we never lose sight of that.

Question 5. What needs to happen in your program in the next 5 years? Feel free to express both "blue sky" and more realistic preferences for the direction of cultural resource management/ historic preservation in Kentucky. We aggregated ten distinct categories of responses to this question. Take a minute to look at the pattern displayed on **Figure E.31**. The last five categories are weighted the same, as are two of the upper five categories. The most popular answer should not be a surprise—Better public education and *Clarity of Process* to increase public support for Historic Preservation. Likewise, the second most popular response is no surprise; everybody needs more money. Then we hit a tie: Public access to Geographic Information System State inventories and better management of staff and workflow at the state level. These are both aimed squarely at the KHC.

Figure E.31

Rewriting and above all *simplifying* local and state procedural policies rounds out the top five. Turning to the five-way tie, we note that three of them are linked ideas, based on the premise that we are currently missing underrepresented or alternative historical narratives. With an increased emphasis on creating detailed community histories as an integral part of resource survey, Criteria A and B for eligibility to the NRHP would stand a chance at augmenting our current dependence on architectural integrity to describe the history of our neighborhoods. Yes, it is worth revisiting the Criteria of Significance, but that is a federal-level decision. Meanwhile, we can do a better job here on the ground. The ideas of better enforcement of local ordinances goes hand in hand with the idea of transparent communication with all stakeholders. You cannot (or, *should* not) have one without the other.

Question 6. Where did we collectively fall short in implementing cultural resource management/ historic preservation in the past 5 years?
There is considerable overlap in the responses to Question 6 and Question 5, although the order of importance has changed (**Figure E.32**). Educating the public is still far and away the lead response. We can safely discard the "Not Sure" and "Nowhere, Very Satisfied" responses (we are here to improve). In Question 6, "KY SHPO Agency Effectiveness in Decline" is the second most popular response, coming before "More Funding." That hurts. We need to learn from this.

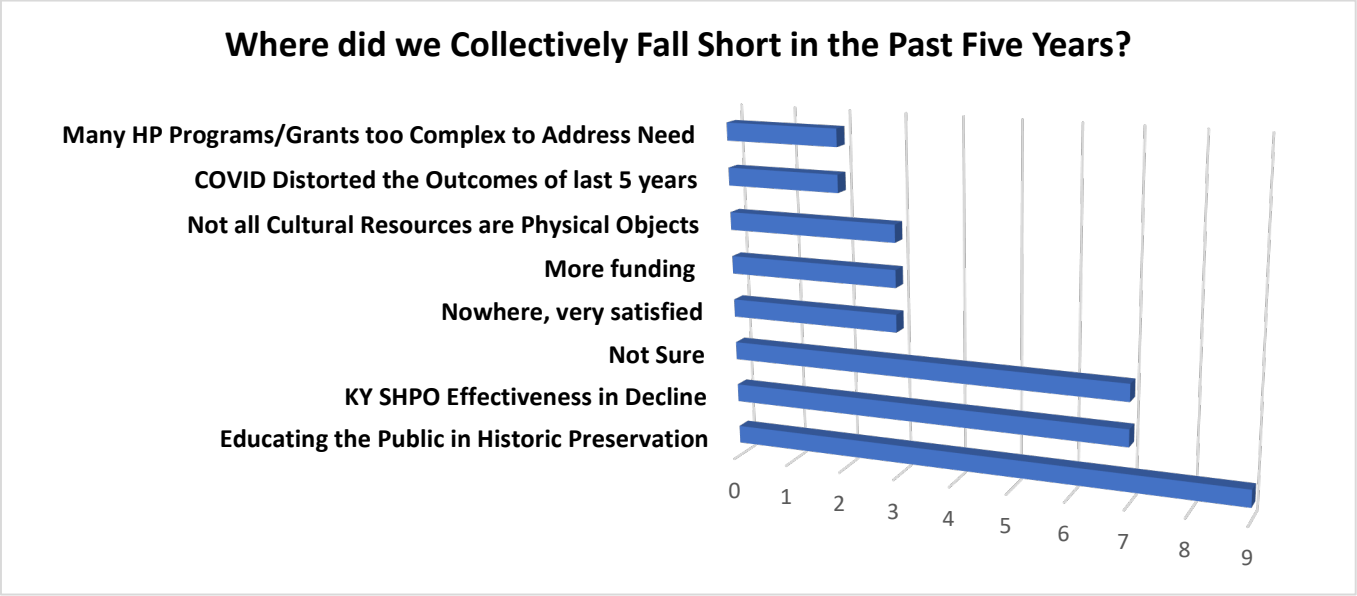
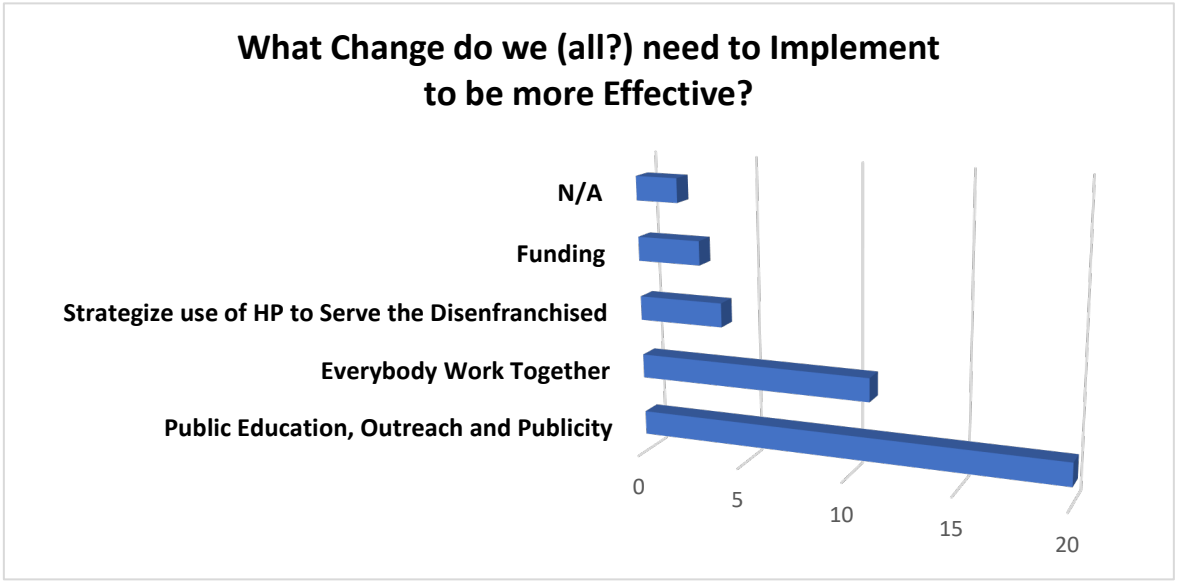


Figure E.32

Turning to the last two responses, we can all agree that COVID distorted outcomes for the recent past. But the practical suggestion/ category of response is that many Historic Preservation/ Grant Programs are too Complex to address the need. This is actionable information.

Question 7. What change do we (all?) need to implement to be more effective in the "world outside these walls? (Figure E.33).

Figure E.33



One respondent said, "We need to focus on how our work helps people, and not just inanimate objects/ buildings. We need to do more partnering. We need more local advocacy, and stronger statewide advocacy."

Another respondent spoke for all of us, saying simply, "I enjoy serving."

INCREMENTAL CHANGES AND TRENDS SINCE THE 2017 SURVEY

When compared to the 2017 survey results, our respondents include a higher percentage of older people. The two most commonly expressed themes in the 2022 Survey were the need for better Education / Public Awareness of Historic Preservation and the need for more Funding. Neither observation comes as a surprise. Other trends were more difficult to tease out by comparing the survey results:

For the question of, "**Which Terms do you associate with Historic Preservation?**" our 2022 survey responses are nearly an exact duplicate of our responses from 2017, suggesting that public perceptions of what defines historic preservation in Kentucky have not changed.

For the question "**What are the Most Important Roles of Historic Preservation?**" the standardized questions matched those of the 2017 survey almost exactly.

For the question of, "**Which resource types are most important to preserve?**" in 2022 there is now more support for barns, outbuildings, early log construction and archaeology sites, but the increases are small, and the ranking between choices has remained constant.

For the question, "**What are our Greatest Preservation Challenges?**" the 2022 responses indicate that fewer people think that residents are uninvolved, while more people think that demolition by neglect is a major issue. The perceived cost of rehabilitation is now seen as the leading challenge, whereas in 2017 most thought that the lack of education about the benefits of historic preservation was the leading challenge. Despite those exceptions, the general pattern of the graph above is more or less the same as the 2017 graph.

For the question, "**What Preservation Tools are Most Effective?**" people are now more impressed with Federal & State economic incentives (tax credits) and preservation education than they were in 2017, otherwise the graphs look identical.

Using some of the same questions in 2022 as were used in 2017, two questions revealed dramatic shifts in public sentiment:

For the question, "**How can Preservation Make the Greatest Impact?**" fewer people in 2022 look to preservation to provide gathering places, while more people now understand that preservation maintains community identity and sense of place, and that preservation can increase downtown's financial contribution. The larger change is the increased certainty that preservation can improve blighted conditions, moving from less than 25 percent in 2017 to ca. 40 percent in 2022, a change of 15 percent. This is the second-most dramatic trend observed for the entire survey of 2022 and is interpreted as positive progress.

For the question, "Do Historic Preservation Efforts in Kentucky Address your Interests and/or your Concerns?" in 2017, nearly seventy percent of respondents felt that the preservation effort was addressing their concerns. As of 2022, that number has declined to 42.8 percent, or 405 of 946 responses. **This is the largest trending change in public perceptions identified in the current survey, a 27.2 percent drop in the perceived relevance/responsiveness of Historic Preservation**. **Changing this perception may be our greatest challenge of the next 5 years**.